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ABSTRACT

Designed for institutional leaders facing fundamental questions of changes in mission, goals, external relations, and internal priorities, this collection offers an introduction to strategic planning and descriptions of planning processes at several community colleges. Section I includes the following essays: "What Is Strategic Planning?" by Fremont Kast and James E. Rosenzweig; "Planning Essentials," by Byron McClenney; "The Next Decade: Trends and Questions," by Iris M. Elfenbein; "The Trend Analysis Program of the American Council of Life Insurance," by Ronna Klingenberg; and "A Survey of Futuring Practices in Community Colleges," by Gunder A. Myran. In section II, the following essays describing planning in five community college settings are presented: "Managing and Financing Urban Community Colleges in the '80s: The Case for Strategic Management" and "Strategic Planning," by Nolen M. Ellison; "Financial Planning: The Future Reality Synthesizer," by Maurice P. Arth; "The Planning System at Valencia Community College," by James F. Gollattscheck; "Long-Range Planning at Washtenaw Community College," by Gunder A. Myran; "Academic Planning in Missouri's Kansas City Metropolitan Community College District," by Raymond N. Kieft; and "Long-Range Planning--And Preplanning: The Schoolcraft College Experience," by Wendy L. Gans and Louis A. Reibling. Finally, section III provides abstracts of related books, monographs, and articles; and an annotated bibliography of readings. (AYC)

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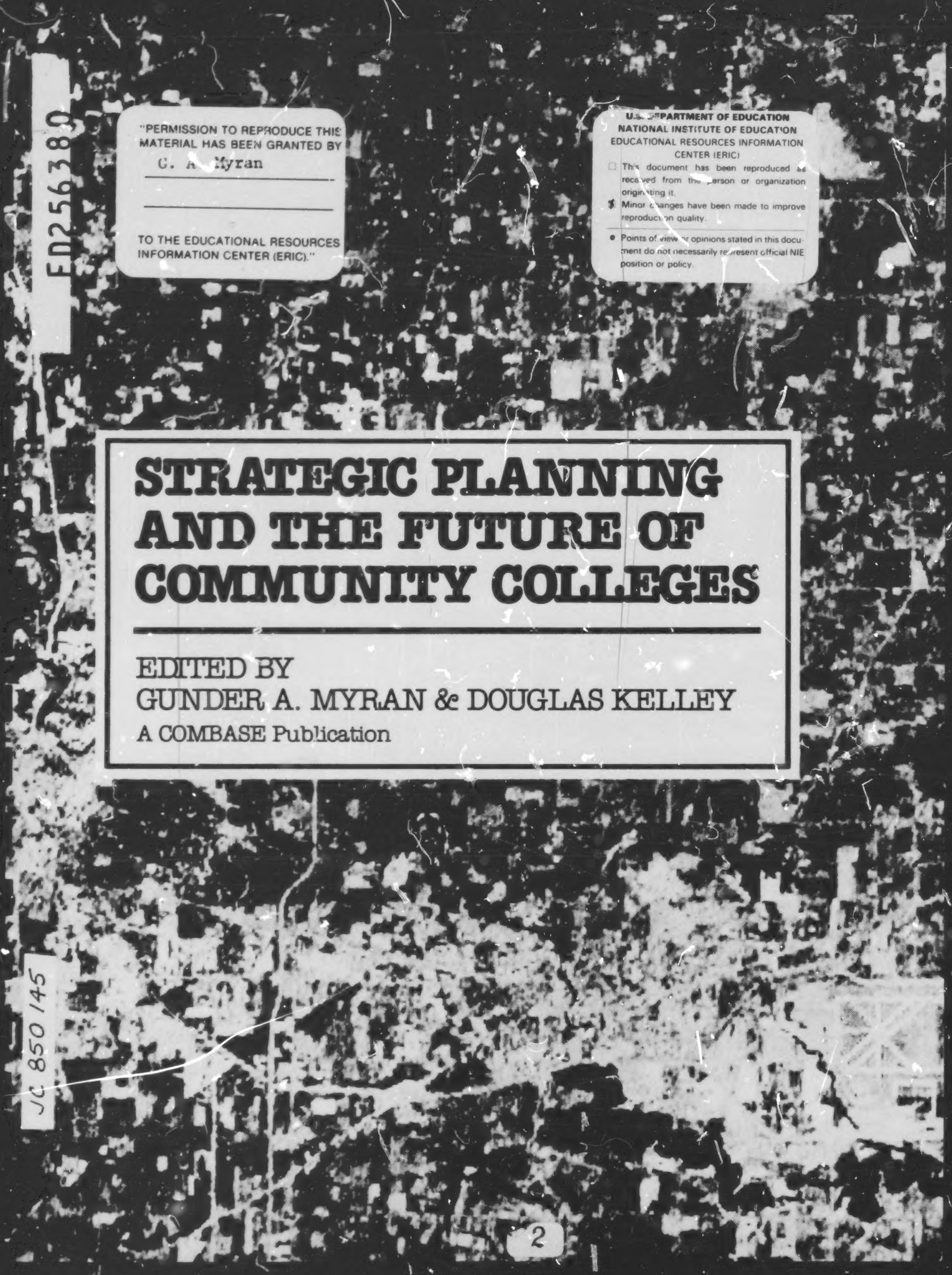


STRATEGIC PLANNING AND THE FUTURE OF COMMUNITY COLLEGES

EDITED BY
GUNDER A. MYRAN & DOUGLAS KELLEY
A COMBASE Publication

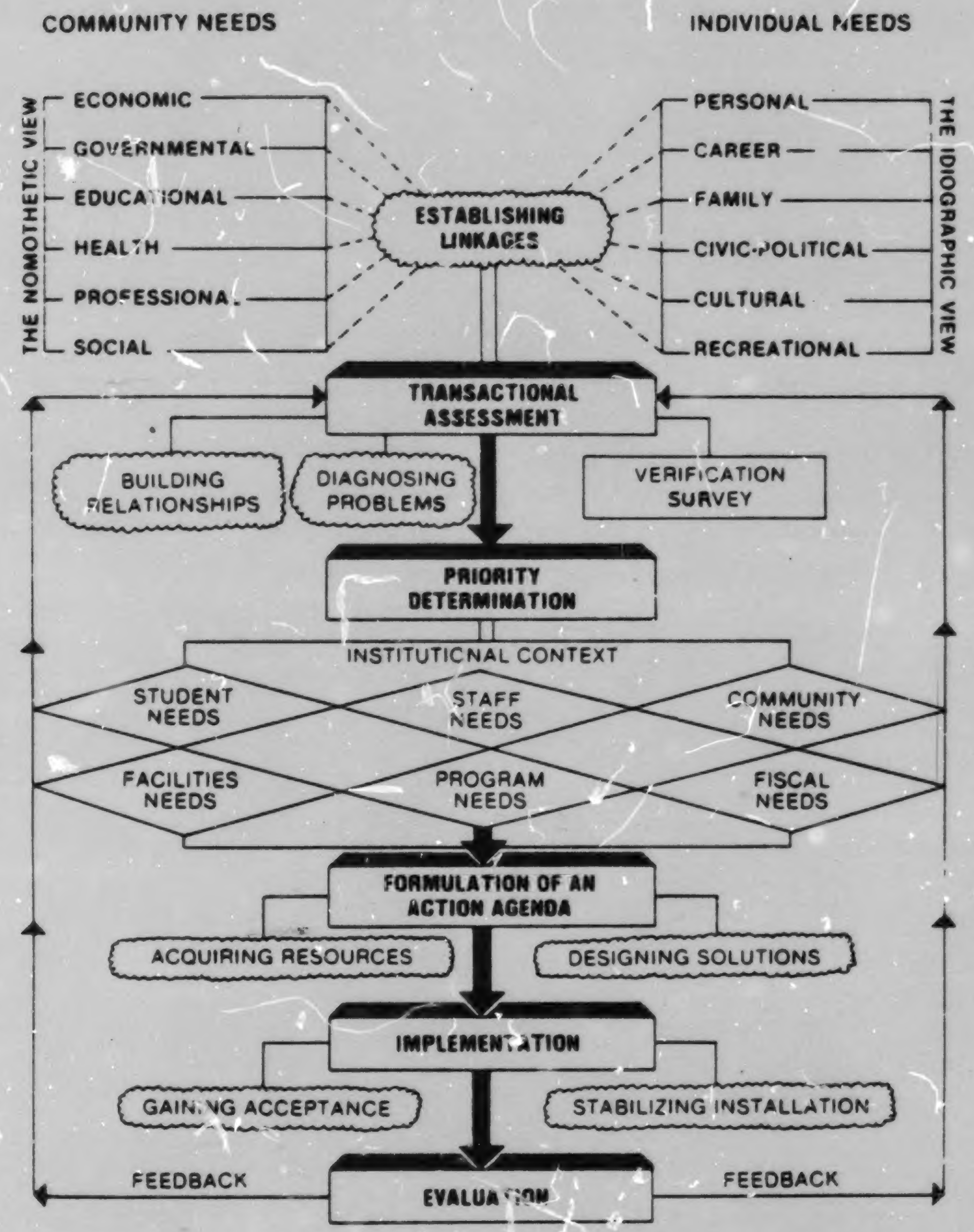
JC 850 145

Cover photo, a 1975 satellite view of a portion of southeastern Michigan, courtesy of Dr. Robert Rogers, Applications Division, Environmental Research Institute of Michigan.

"Sometimes institutions are simply the sum of the historical accidents that happened to them: like the sands in the desert they are shaped by influences but not by purposes. Men and women can shape their institutions to suit their purposes provided that they are not too gravely afflicted with the diseases of which institutions die — among them: complaisance, myopia, and unwillingness to choose."

— John W. Gardner

A Strategic Planning Model



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STRATEGIC PLANNING
AND THE FUTURE OF COMMUNITY COLLEGES

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PREFACE

The turbulence and unpredictability of much of the environment for American business, and for postsecondary education and other aspects of American society, have recently made Strategic Planning a topic of vital concern to leaders of business and industry, and to a lesser but growing extent to leaders of colleges and universities.

Increasingly, institutional leaders must deal with fundamental questions of changes in strategy -- of mission, goals, external relationships and internal priorities — as the needs, opportunities and constraints presented by social-economic conditions rapidly change.

Strategic planning in community colleges has these major characteristics:

1. It is concerned with shaping the future of the college.
2. It focuses on the relationship between the college and its external environment.
3. It involves primarily the college president, those who consult with the president on institutional matters, the Board of Trustees, and other staff members whose actions shape the directions and relationships of the college.
4. It can bring about fundamental change in the programs, services, and/or structure of the college.

As Kast and Rosenzweig suggest on a following page, strategic plans establish the basic framework within which more detailed programming and operational planning take place.

The materials presented in this booklet have been assembled as a contribution to the discussion of planning in community colleges. Publication of the booklet is a follow-up to the COMBASE conference on Community Colleges at the Crossroads: Planning for the Next Decade, held at The University of Michigan, March 8-9, 1979. Three sections of Part I, and Dr. James F. Gollattscheck's contribution to Part II, were presented at that conference; other papers are reprinted from other sources which are cited at the end of each paper, or were newly written for this publication.

Readers of these materials, including the descriptions of planning at several community colleges, will doubtless draw varying conclusions, depending to some extent on the needs and status of their own institutions. It may be noted that the community college examples described in Part II include a multi-college district, two multi-campus colleges, and two single campus colleges.

We acknowledge with thanks the contribution of each of the authors and the granting of permission to reprint one or more of the materials presented here, by the American Council of Life Insurance, Change Magazine, the Community and Junior College Journal, Community College Frontiers, the Community College Review, The Community Services Catalyst, Jossey-Bass Publishers, the McGraw-Hill Book Company, the National Center for Higher Education Management Systems, the Society for College and University Planning (publishers of Planning for Higher Education), and The University of Michigan's Center for the Study of Higher Education.

Gunder A. Myran

Douglas Kelley

March 31, 1982

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I. INTRODUCTORY MATERIALS

WHAT IS STRATEGIC PLANNING?

The planning function... involves setting organizational objectives and designing the means for achieving them. Planning provides a framework for integrated decision making throughout the organization. At the strategic level, long-range, comprehensive plans are developed to achieve overall missions. Short-range plans are used at the operating level and implemented via detailed tactics....

Organizational strategy can be firm and resilient without being brittle or cast in concrete. Strategy formulation is a continuous process of refinement based on past trends, current conditions, and estimates of the future. A visible strategy serves to focus organizational effort, to facilitate commitment on the part of the participants (and perhaps motivate them), and to increase the probability of self-control in subunits and individuals....

Generally, strategic planning deals with decisions regarding the broad technological and competitive aspects of the organization, the allocation of resources (human and material) over an extended period, and the long-run integration of the organization within its environment. Some authors make a distinction between long-range planning and programming, which is defined as derivative, functional, or operational planning. In the ideal sense, the short- and intermediate-range operational plans are based on and integrated into strategic planning.

It is our view that strategic or long-range plans are not a separate type of plan. Rather, they are an integral part of the total planning process and establish the basic framework on which the more detailed programming and operational planning take place....

Management at the strategic level defines the desired role of the organization in the future, relates the organization to its various environmental systems, and perceives the niche that the organization can fill....

— Fremont Kast and James E. Rosenzweig, Organization and Management: A Systems and Contingency Approach (N.Y.: McGraw-Hill, 3rd edn., 1979), pp. 416, 425, 431-432, 434.

PLANNING ESSENTIALS

Byron McClenney
Chancellor, San Antonio Community College District

- Planning should be viewed as a vital function of management.
- College leaders must be committed to planning.
- Internal and external assessment should be ongoing and provide information for planning and evaluation.
- A clear definition of mission or purpose is a prerequisite to planning, and staff and faculty must accept the definition (having been involved in creating or reviewing it).
- Institutional goals (long-range, 5-year) should be developed on the basis of the mission and then used as the foundation for planning.
- Have a plan for planning, to include calendars, schedules, and forms.
- Keep the planning process simple; avoid a "paper mill" and rigid prescriptions on how to write planning statements.
- Planning should be viewed as a prerequisite to the allocation or reallocation of resources (budgeting).
- The value is in the planning process itself, and not in the publication of the plan.
- The process must be comprehensive, long-range (3-year), and cylical.
- The process should not be separated from the mainstream of institutional decision-making.

Excerpted from an address presented at the COMBASE conference on Community Colleges at the Crossroads: Planning for the Next Decade, held at The University of Michigan, March 8-9, 1979.

THE NEXT DECADE: TRENDS AND QUESTIONS

Iris M. Elfenbein
Director, Teacher Education Programs
American Council of Life Insurance

This is a plea for future thinking; for serious examination of trends and demography; for planning for the institution's well-being and development, including the student, the faculty, the staff, the curriculum, and the physical plant. It is a plea to avoid crisis management and reactive planning; to improve the capacity to respond; to use foresight; to examine alternatives; to plan for contingencies; and to be prepared for the unanticipated.

I shall identify many of the near-future trends which may impact on higher education, and share with you some of the activities of the American Council of Life Insurance which have been generated in response to the trends. And I shall identify implications for program and policy development. As a result you may be able to develop other scenarios which modify your current activities and which enable you to continue to meet the needs of society and fulfill the various roles of the community college in new ways.

Let's begin with the demographic trends. The population of America is greying. The live birth rate continues to fall. The fertility and mortality rates are at an all time low, while life expectancy is increasing. The fastest growing segment of the population over the next two decades will be the younger middle age group of people 35-49 years of age.

Immigration will play an increasingly significant role in the population growth. During the years 1971-76, 73% of immigrants to the United States were Asians and Hispanics, mostly from Mexico, the Phillipines, Cuba, Korea, The People's Republic of China and Taiwan, and India. In addition, illegal immigrants are estimated to range from 2-12 million persons. As a result, in many parts of this country, there is and will be increased racial and ethnic diversity of a kind hitherto unknown.

The geographic deconcentration of the population will continue. The middle Atlantic region has lost population and there has been movement from the northeast and north central sectors to the South. Non-metropolitan growth is occurring at a faster pace than is metropolitan growth although 72% of the population lived in metropolitan areas in 1977. Over half the population of our country lived in the western part of the nation in 1977.

There are implications here for you as you engage in planning. There will be "new" students. These "new" students will comprise a larger portion of the student population than will the "traditional" ones of 18-24 years of age. This implies a need for different curricula and perhaps different sites for instructional delivery. It suggests a need for staff development to facilitate effective instruction and program development. Perhaps regional planning should occur in place of or concurrent with local planning as the population changes and moves.

Projected trends for the economy are of major concern. Continued stagflation is predicted; inflation will continue and increase for at least the next five years, while the recession will also continue. This will result in little economic expansion;

in fact, economic growth may be almost arrested. Unemployment will continue at the present rate or perhaps it will increase. Labor will continue to be aggressive in wage contracts. Consumer spending will be strong as people will favor consumption of goods at the expense of saving and investment. New or additional content may be called for such as consumer education, personal and family financial planning, pre-retirement planning and life coping skills. Productivity will be limited and resource scarcities will continue. Although many community colleges are addressing the energy shortage, perhaps new strategies are called for. Recently, I learned of a community college in which not only will solar energy provide the power for utilities, but it will also serve as the unifying element for a curriculum designed to facilitate instruction about the uses and technology of solar energy systems. There will be a decline in financial resources, while there will be an increase in the cost of higher education. This raises many tuition questions.

Projections for the future indicate that women will continue to enter the job market in large numbers, while not gaining salary equality with male counterparts. As a result of the large pool of college graduates many employees will be underemployed and over qualified. They will experience discontent and job dissatisfaction. A major challenge to employers will be to find ways to channel this energy productively.

There will be more emphasis on the development of programs which focus on improving the quality of work life and include education, health promotion activities, recreation facilities and preventive health measures. Participatory management will occur in which labor-management productivity committes will provide workers with opportunities for collaboration in management and decision-making in relation to their jobs. The mandatory retirement age will rise or be eliminated and older workers may seek part-time jobs, as may other members of the work force, thereby providing time for leisure and education as well as work. The occurrence of this phenomenon may give added impetus to stop-out education as well as recurrent education. Private industry will continue to provide and expand education for its workers. At present it operates one of the largest and fastest growing education systems in the country. This suggests on-site job and leisure living programs, working with business to expand workers' interests and abilities.

Public attitudes and values are changing. Life styles and the nature of families have been changing and will continue to change. We now see and accept single person households, cohabitation without marriage, marriage without children or delayed childbearing, and families with both partners in the work force. In fact, only 6% of American families fit the stereotype of the two parent, homemaker mother, two children family. There is a movement toward androgyny in traditional male-female roles and relationships. The divorce rate has doubled in the last ten years, and we have and expect to continue to have increased numbers of one-parent households, which often require increased assistance from other societal institutions including the schools.

People are developing a "no-risk" psychology of entitlement, which pervades all aspects of life. People now consider as rights things that were once considered privileges: pensions, health care, unemployment compensation, guaranteed wages and the expectation of students and community groups to have a voice in decision-making in school policy.

Accountability has become accepted. Institutions are expected to perform in the public interest and when they do not they may be held accountable. In relation to the schools, expectations of appropriate education which will guarantee the acquisition of credentials have resulted in litigation against graduate schools in which students were not granted doctorates. In New Jersey litigation resulted in "Thorough and Effective" legislation which has led to a form of competency-based education.

At the same time individuals although relying on institutions for assistance and performance, are frustrated by them and often rendered helpless. Frequently organizations seem to exist to perpetuate themselves instead of meeting the needs of their clients. Witness the frequent frustrations of students who want information, seek to register, or need assistance; the difficulty in changing programs, course assignments and grading procedures. Situations like these, as well as major national occurrences like Watergate, fostered further the distrust of institutions. There is manifested now too, a disillusionment with the American dream. The notion of a college education as a passport to upward social and economic mobility is being deflated. A drop in enrollment in post-secondary institutions will continue to occur as fewer young people enter the college age cohort, as some see less value for a college education, and as some believe they can no longer afford it.

In the political arena we find a decline of traditional American optimism and idealism. There seems to be a disarray and turmoil in political structures and civil affairs, and many people are apathetic or alienated. We have begun to identify a limit to resources and the emergence of an ecological ethic which requires a dependence on central control and regulation.

Through the Trend Analysis Program, the American Council of Life Insurance seeks to meet the needs of the life insurance business and the needs of society. We initiate activities that address these trends. Frequently we will identify one theme which is of particular importance to the business and explore it in depth with others who represent organizations for whom the theme has significant implications. These are people in leadership positions with appropriate expertise and interest. We have hosted meetings that have addressed such issues as freedom and control in a democratic society, change or revolution — an analysis of interacting social forces, the family economic situation, fiscal issues in higher education and alternative careers for Ph.D.'s in the humanities.

The current interest in national health insurance and the interest in self-health care and health education has led to the organization of a health advisory committee made up of practioners, educators, economists, and other professionals involved in the health field. Concerned with the continued inflation, we recently held a conference aimed at developing anti-inflation policies, not only for the life insurance business, but for the larger society, as well.

These meetings and discussions and the publications which emerge are designed to open channels of communication among leaders of interrelated groups and power blocks, for we realize we cannot achieve change on our own. We need to work together with others faced with the same issues to affect policy and make change.

Many of the trends mentioned can be related to your concerns as community college administrators. You are concerned with the curricular and instructional dimensions of your enterprise including staff development, changing student enrollment and marketing; the managerial dimensions including financial support, governance and regulation, management complexities and labor relations, plant facilities and maintenance.

Probably number one on most people's lists today is the problem of financial constraints. The tax revolt manifested by proposition 13 in California and duplicated in several other places around the country causes concern about the extent to which the public is willing to provide money for the philosophical commitments of the community college. These cannot be measured by enrollments and course credit hours. The revolt has made allocation of state funds tricky and one cannot be sure that taxation will continue to support the community colleges. These financial constraints may inhibit the development of new courses and programs or raise questions about direction. Should you prepare for the present or future? Should you redesign existent courses or develop new ones? Should you charge tuition and provide waivers and payments for those who cannot afford to pay? The uncertainty can lead to an "arrested" state, a situation in which lethargy replaces energy and frustration replaces enthusiasm and apathy takes over. How do you deal with this among the faculty, students, and public?

Closely related to the financial problems which you all confront are the management problems. With the economic constraints now imposed and predicted for the future what effect will collective bargaining have on the staff responsibilities and activities? How can you involve students and the public in the decision-making along with administration and faculty, with the constraints placed by the labor-management agreement? What kinds of staff development can be undertaken? The faculty is greying and more static. How can they be encouraged to prepare for the kind of population which will most likely come to the community college? What can you do about requiring part-time faculty to participate in in-service education and other college responsibilities? Should outreach programs and off-campus facilities be maintained? Should instruction be provided only at the campus site? Or is it appropriate to eliminate the campus completely and have only a central administration and all offerings on site in various places throughout the community? Should services be curtailed?

And if services are curtailed what should be the nature of the offerings? Should the schools return to the arts and science offerings? Should the schools return to the arts and science offerings; how much attention should general education receive? Courses in practical living? Community colleges have made great strides in the development of prepackaged instructional materials, in the use of technology in instruction, cable TV and telephones. How much more should be done? How much more can be done in view of the financial constraints? How can the costs be recovered?

Audience determines the curriculum. What is the composition of the student body? It is changing dramatically. Part-time enrollment is increasing, more women are attending, many older Americans are attending, the population is often mobile and of the stop-out variety, valuing variable entry and exit. More women students, many of whom are single parents suggests the need for day care and baby centers, as well as women's centers and special programs for displaced homemakers, as an example. Should programs be designed for these "new" students, as traditional student enrollment declines? How will the public become informed of the offerings? How will "new" students receive adequate counseling?

Without effective marketing, recovering the costs for attempted innovations can be difficult, and yet often, legislatures discourage advertising and outreach programs.

Which brings us to a final major concern of the community college — that of governance and control. Where should the locus be, the locality or the state? Where should the decision-making take place? Who should make the regulations? How can federal legislation and requirements be handled? What happens when there is a loss of local control? And finally, who should deliver programs for the "new" student? The areas of adult education, continuing education, occupational education, leisure education, adult basic education are all those in which others have shown an interest. How do we solve the turf problem? Competition with universities, occupational and vocational schools and proprietary schools needs to be dealt with. Should there be collaboration with business, labor unions and other agencies and organizations which have special training needs? Remember, change cannot occur through one agency alone. Planning for the future with other societal institutions with mutual interests and concerns and the necessary expertise is the more effective course. Are the community colleges prepared to do so?

The foregoing article was excerpted from an address presented at the COMBASE conference on Community Colleges at the Crossroads: Planning for the Next Decade, held at The University of Michigan, March 8-9, 1979.

THE TREND ANALYSIS PROGRAM (TAP)
OF THE AMERICAN COUNCIL OF LIFE INSURANCE

Ronna Klingenberg
Director, Trends Analysis Program
American Council of Life Insurance

The theory behind the Trend Analysis Program of the American Council of Life Insurance is that various changes in society result from changes in ideas, and that publications are means by which ideas circulate through society. We agree with the noted French futurist, Bertrand de Jouvenel, that there is no army more powerful than an idea whose time has come.

That's why for the last ten years so many people have participated in TAP. Altogether at any given time 150 people are devoting some fragment of their attention to the program.

The process is quite simple. Volunteers from companies who are members of our association scan assigned periodicals looking for ideas that represent social or technological change. These volunteers range from presidents and chief executive officers of some of our largest companies to administrative assistants from our smallest. The publications range from Mother Jones and the Rolling Stone to the Journal of the American Medical Association.

When these volunteers — we call them monitors — read articles that seem to represent a change, they summarize or abstract these articles and send them to me. These abstracts are used in a number of ways. First they are reviewed every two months by a committee composed of staff members. This committee is made up of representatives from various departments — Actuarial, Economics, Education, and Government Relations.

This committee provides a multidisciplinary approach and a method for seeing groups of abstracts in context. For example, recently abstracts that seemed unrelated at first were all perceived to have one element in common — each one of them represented a group calling for more public participation in institutional decision making.

The abstracts are then used for a newsletter and are reviewed by a steering committee that selects topics for Trend Reports.

Our data base is supplemented by various futures research consultants and by other Council activites, including statistics and the nationwide public opinion polls we conduct.

You may be asking yourself why the life insurance industry has supported this project for the last ten years. The answer is that many of these hard-headed businesspeople seem to feel they can't afford to ignore the future.

The world is changing very quickly. Mistakes cost more. Business no longer has the luxury of time — the time it takes to respond to a change in their operating environment. A project like TAP gives them a little more lead time to respond to the changes around them.

Since TAP is what I call the "Grandma" of business futures research efforts, most organizations which set up a long-range scanning program contact us. At least half of the Fortune 500 businesses have futures oriented activity. Congress has its own Clearinghouse on the Future. Government agencies and departments issue reports on the future. States and cities have had their own Year 2000 programs. Voluntary organizations, such as the United Way and the YMCA, have formal long-range and strategic planning efforts.

What about community colleges? My hope is that from now on commuity colleges will work even harder to create a bright future for all of us.

Excerpted from an address presented at the COMBASE conference on Community Colleges at the Crossroads: Planning for the Next Decade, held March 8-9, 1979, at The University of Michigan, Ann Arbor.

Single copies of the following TAP reports are available without charge from the American Council of Life Insurance (1850 K Street, N.W., Washington, D.C. 20006):

- Aging and The Aged (1973)
- The Employee (1973)
- The Life Cycle (1974)
- The International Scene (1974)
- Frontier Technologies: Science and Health (1975)
- Frontier Technologies: Information Science (1975)
- A Culture in Transformation: Toward A Different Societal Ethic (1975)
- Transportation (1976)
- Changing Residential Patterns and Housing (1976)
- Planning (1977)
- Death, Dying, and Life Extension (1978)
- The Changing Nature of Work (1978)
- Power and Decisions: Institutions in an Information Era (1979)
- Health Care: Three Reports from 2030 A. D. (1980)
- The Uncertain Future (1981)

A SURVEY OF FUTURING PRACTICES IN COMMUNITY COLLEGES

Gunder A. Myran

In recent years, our ability to anticipate and partially shape the future has become a matter of intense world-wide interest. We speculate about the world of the year 2000, and we strive to deal with the uncertainties and problems of our age by seeking new technologies and methods for shaping a better society in the future. Major corporations and governmental agencies employ full-time futurists to assist in anticipating future conditions and exploring alternative future directions. Community colleges have also begun to study ways in which futuring practices used in other sectors of our society might have applicability, and have demonstrated a strong interest in long-range planning as a means of shaping the future of the college.

The community college of the past three decades was shaped largely by external events: a population explosion, a booming economy, major technological advances, and the democratization of American society. Future developments are likely to be more influenced by internal decisions as to desired directions. The community college will certainly continue to be heavily impacted by social and economic change, but it will be forced to choose between alternative images of its particular societal role, and to establish clearer priorities in responding to a wide spectrum of human needs under conditions of fiscal constraint.

A NATIONAL SURVEY OF COMMUNITY COLLEGE PRESIDENTS

During 1980, a national survey of community college presidents was conducted to determine their perceptions of the future of community colleges and to identify what futuring techniques they were using in their colleges. A summary of the results of the survey is presented here. As a means of studying the relationship between perceptions of the presidents and actual long-range plans of their institutions, respondents were asked to send long-range plan documents from their college along with the completed survey instrument.

SOCIAL TRENDS

The community college presidents were asked what current social trends they felt would have the most impact on the development of community colleges in the next decade. The top three trends selected by the presidents were:

1. Energy shortages
2. Continuing inflation
3. Advances in science and industry

The actual long-range plans of community colleges do include responses to advances in science and technology. There are a number of outstanding examples of partnerships between community colleges and the private sector designed to attract new high technology businesses. This type of partnership appears to be an emerging long-range theme of community college development. While there are notable exceptions, specific plans to deal with energy shortages and continued inflation are not presently evident in community college long-range plans. However, coping with financial problems created by these trends is another major theme presented in the long-range plans studied.

The next three social trends in rank order were:

4. Entry of women into all or most career fields
5. Changes in the nature of work
6. End to the youth culture, beginning of an "adult development culture"

A definite and perhaps dominant theme in the long-range plans of community colleges is new patterns of response to the educational needs of adult groups. It appears that the entry of women into all or most career fields will have a profound impact on community college programming in the next decade, and the long-range plans reflect this. In general, the plans indicate that community colleges are striving to improve educational services to adult groups: women, handicapped persons, persons in institutions, unemployed persons, low-income persons, minority groups, and so on. Changes in the world of work are directly reflected in the long-range plans in the form of new curricular initiatives in occupational education programs. Community colleges also appear to be stressing stronger linkages with business and industry and expanded efforts to identify the competencies needed by employees in a given field as a basis for curriculum development.

Other social trends identified as having an impact on community colleges were:

7. Tendency toward centralized governmental control
8. Advances in communications
9. Diminution of higher education certification as the means for job entry and security
10. Changes in family life (two-income families, single parent families)

Of these trends, only advances in communication were reflected in long-range plans. The use of television and computers in instruction is clearly another long-range theme now receiving the attention of community college planners.

VALUE SHIFTS

Presidents were asked to rank the value shifts taking place in our society, in terms of the impact these shifts will have on community college development in the next decade. The presidents selected these as the five value shifts likely to have the most impact:

1. From consumption to conservation
2. From large scale to small scale technology
3. From a work to a leisure-oriented society
4. From job security to varied life experiences
5. From conformity to individual self-expression

It appears that long-range plans of community colleges do reflect these value shifts, but primarily in community services programming plans. Non-credit or short-term offerings in environmental subjects, crafts, recreational activities and human relations subjects are examples of responses to long-term societal value shifts.

Another area which relates to these value shifts is the exploration of new ways to weave humanities instruction into occupational education programming. However, the long-range plans of community colleges still reflect the dominant value structure with an emphasis on the interest of students in career progression, security, and the acquisition of material wealth.

FUTURE IMAGES

Fred Pollock defines images of the future as "condensed and crystalized expectations among the people." Many alternative images of the community college -- condensed and crystalized expectations among persons at a specific community college — could be identified. If there were consensus among these persons on one preferred image or expectation, it is reasonable to expect that such an image might then become a part of their aspirations, and influence their forward strivings. The preferred future image would then be a force to push and pull the college toward that image of the future, and would have an influence on the day-to-day activities and decisions of the college's staff. For the purpose of the survey, six possible images were suggested. Community college presidents ranked these six overlapping but somewhat distinctive images of the future of the community college, using the criteria of feasibility and desirability, as follows:

1. Community-Based College. Emphasis on collaboration with community agencies and groups in identifying educational responses. The focus would be on a wide range of short and longer term programs, offered at various community locations as well as the campus, which would help communities, groups, or individuals solve problems and achieve career and life goals.

2. Consumer-Based College. The use of marketing research in identifying student educational needs, the packaging of educational programs in response to identified needs, and an extensive advertising and public relations program to inform and attract students.

3. Opportunity-Based College. Service to community groups having limited options including low-income and handicapped groups. The focus would be on individual and group counseling, remediation, occupational education, job placement, and follow-up.

4. Life-Based College. The identification of the educational needs of the community in employment, family life, citizenship, consumerism, and other life role areas; career and life planning as a basis for information and counseling services; and instruction appropriate to the life goals of adults.

5. Learning-Based College. Emphasis on the college as a social services agency, diagnosing the learning needs of individuals and prescribing instructional responses. The focus would be on basic literacy skills and career preparation.

6. Development-Based College. Educational programs tailored to the various adult development stages or seasons. The emphasis would be on counseling which responds to the needs of persons at different age stages, and instruction designed to meet adult needs throughout the life cycle.

Obviously, elements of all of these images exist at most community colleges, but the ranking indicates what presidents feel will energize and motivate the community college movement in the years ahead. Based on this response, the major thrusts or focal points in community college development will be (1) emphasis on collaboration with community agencies and groups in planning educational programs, (2) emphasis on consumer-oriented program planning, quality control, and publicity, and (3) emphasis on services to student groups with limited options.

It should be of interest that the image of the "community-based college" was ranked highest by community college presidents. This image is reflected in the long-range plans of community colleges, particularly as it relates to serving adult constituency groups based on interaction with these groups as to their educational needs. This image actually re-defines the word "college" in our society; it is a grassroots image that makes the streetcorner, the factory, the governmental office, and the campus equal components of the college design.

FUTURING PROCESSES

Futuring processes include efforts to (1) identify social and community trends which will have an impact on college development, (2) identify alternative images of the future of the college, (3) determine major college strengths and areas for improvement, (4) establish long-term action priorities, and (5) write scenarios which describe how the college will take action on priorities over time. Presidents ranked the extent of current use and importance of these processes as follows:

1. Periodic and specific activities to identify major institutional strengths and areas for improvement.

2. A specific periodic effort to identify social and community trends which may have an impact on college development.

3. Specific efforts to examine alternatives open for future development and engage in dialogue designed to create shared "images" of the future of the college.

4. Establishing and recording long-term priorities for college development (using Delphi or other consensus-seeking techniques).

5. Writing "scenarios," stories which describe possible year-by-year events which could happen as the college develops over the next decade.

The survey indicated that most colleges periodically identified college strengths and weaknesses (90 per cent) and regularly identified social and community trends (71 per cent) as a basis for long-range planning. Consensus-reaching and imaging technques have been tried by about one-half of the community colleges, but the majority (70 per cent) feel that is is important to learn and use these technques. Community colleges do not use scenario writing techniques, nor do presidents feel it is important to do so.

TRENDS IN INSTITUTIONAL GOALS

Presidents were asked to indicate the priority their institutions gave to various long-range goals at the present time and what priority each of these goals would have in their institutions in 1985. They indicated that the following ten goals would increase the most in importance during the next four years:

1. Programs which provide adults with the writing, reading, and math skills necessary to successfully undertake collegiate efforts.

2 Instructional and counseling approaches which assist persons at various adult development stages or transitions.

3. Results-oriented instruction based on specified learning outcomes.

4. Counseling programs which assist persons in determining career and other life goals.

5. Individualized instruction through approaches such as contract learning, televison, and audio-tutorial instruction.

6. Programs for retired persons and those preparing for retirement.

7. Programs which assist people in preparing for second careers.

8. Programs in cooperation with other community agencies and groups which assist in solving contemporary community problems.

9. Counseling programs which assist adults in adapting to college life.

10. Short-term community services programs which permit adults to improve skills in various life role areas.

One striking result is that, of the ten goals the presidents feel will increase the most in importance, three deal with counseling services. In the years ahead, it appears that community colleges will be more concerned about providing the counseling and information services needed to help adults adapt to the college environment, and about adopting the time, place, and content of counseling services to better serve adult groups. The goal presidents indicated would increase most in importance relates to the development of basic literacy skills, and the third highest goal in rank order relates to results-oriented instruction. In general, a trend toward developing grassroots programs and services which are utilitarian and which serve the basic needs of adults is very much in evidence.

A greater sense of responsibility on the part of the college for the success of the student is also very much in evidence in these goal themes. The connectedness between the programs of the college and the daily lives of adults seems to be growing stronger. There appears to be a recognition that the college must be organized so that adults can move in and out of educational experiences in very natural ways as they carry on their daily roles as workers, family members, citizens, and consumers.

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II. DESCRIPTIONS OF PLANNING IN FIVE COMMUNITY COLLEGE SETTINGS

MANAGING AND FINANCING URBAN COMMUNITY COLLEGES IN THE '80s: THE CASE FOR STRATEGIC MANAGEMENT

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The challenges urban community colleges are facing, and will continue to face for years to come, are so complex and serious that conventional planning and managing processes and techniques will not meet the need, basically because they were designed to control rapid growth and are heavily internal in their focus.

There are planning and managing techniques now developing that are much more in tune with these difficult times, in that they focus on the external environment of the institution and aim at identifying and capitalizing on opportunities in the environment. The emphasis is on innovation, responsiveness, and flexibility, rather than on formal control systems. Most often these days, I think what I am talking about would be called strategic management, and at the heart of the concept is what we call leadership. What I would like to discuss is the exercise of leadership through strategic management, as a means to cope with uncertainty and rapid change. While none of us believe there are panaceas out there with easy answers to our problems, I do believe firmly that the emerging style of leadership and set of techniques that comprise strategic management offer a powerful avenue to institutional stability and growth in turbulent times.

My insights on the matters being discussed are based on experience at the helm of my institution, Cuyahoga Community College, which currently serves some 26,000 credit, and 50,000 non-credit, students on three campuses and numerous sites in Greater Cleveland, Ohio. Strategic management is far more than an abstract concept to us at CCC; it is a tool being applied after considerable thought and preparation. It is also an advanced version of the strategic planning process outlined to the Peralta Community College District staff at an administrative retreat in September of 1977. The results thus far convince us that the techniques hold great promise as we confront the challenging period of the 80s.

THE CHALLENGES

In reviewing very briefly the challenges faced by urban single and multi-unit districts, I am sensitive to the fact that they vary somewhat by geographical location: Detroit, Cleveland, and Pittsburgh are obviously not Dallas, Phoenix, or Atlanta. Much of the so-called Sun Belt is grappling with rapid economic and population growth, while much of the Frost Belt is preoccupied with halting significant decline. While I will certainly touch on the problems associated with the aging Northeastern and Midwestern metropolises, for the most part the significant challenges are shared by us all.

Two more caveats are in order when considering the challenges we are coping with. In the first place, it is important to resist being overcome by nostalgia when looking back on the heady growth of the 1950s and 60s. As David Henry, former president of the University of Illinois, has pointed out in his study for the Carnegie Council, Challenges Past, Challenges Present, if enrollments rose dramatically, so did costs, and institutions were under extreme fiscal pressure as they expanded their operations. To quote Dr. Henry:

"Affluence" is a misnomer as a description of the period. It is an error to apply the concept even in the sixties. The cost per student calculated upon costs for basic operations did not increase significantly beyond the normal rate of inflation. The notion that money for higher education was easy to get or that funds were available for the asking is an illusion; such an idea rests upon invalid comparisons and short memories.

It is also critical that in our thinking and planning we not be unduly influenced by the nation's current social and economic crisis. While the near-depression in many areas of the country is of tremendous current significance, it cannot be projected endlessly into the future.

Allow me, then, to review what appear to be the major challenges facing urban community colleges through the remainder of the 1980s. You will note that I have avoided the term "problem" in discussing the current and projected environment for our institutions. "Challenge" is a better word because it encompasses the opportunities present to be grasped, provided the requisite planning and management capability has been put in place.

* First, the large decline in the traditional college-going segment nationally has been well-documented, as have the implications for higher education.

* Second, the eroding state and local capability — and often commitment — to fund higher education adequately is true for much of the nation, but the fiscal crisis is most severe in the older industrial states of the Midwest and Northeast. We should remember that the present recession-depression in Michigan, Ohio, and other heavy industrial states — has only exacerbated a deep-seated, long-term decline economically and demographically in the frost belt. To take an example, between 1970 and 1977, Ohio's population increased by only .4 percent compared to a national increase of 6.6 percent, and Cuyahoga County lost 13 percent of its population. Between 1967-1978, employment in the four-county area comprising Greater Cleveland grew by only 12 percent, in contrast to a national growth rate of 33 percent. In manufacturing, construciton, and transportation the region lost 47,000 jobs between 1967 and 1977.

* Third, despite the social programs of the past 20 years, our major cities have become even greater concentrations of minorities who claim far more than the proportionate share of economic and social problems and learning disabilities. The pressure on open-door higher education has steadily increased, although our national commitment to open access appears to have eroded significantly.

* Fourth, regardless of its long-term impact, the "New Federalism" along with "Reagonomics" will cause a very painful transition, as the Federal government divests itself of certain major responsibilities while states and locatlities are challenged to take up the slack. Regardless of political persuasion, it is clear that the decentralization themes of "New Federalism" represent strong citizen feeling that the central government role has grown much too large over the past 50 years, and that power must be reallocated to the state and local level. Therefore, even though the specific program features will change as they wend their way through the legislative process, it is almost certainly a mistake to view the Administration's initiative as merely a transitory aberration; it is far more likely that a fundamental restructuring of our federal system is now underway. This redistribution of authority and the likely more influential role

for the private sector in the shaping of governmental programs can certainly be viewed in a positive light. However, we cannot help but be alarmed by the radically reduced commitment to higher education now being considered at the Federal level. The proposed budget figures for student financial aid, urban education, and special services to disadvantaged students will drastically reduce access to higher education throughout the nation.

- Fifth, as continuing fiscal stress leads to greater faculty and staff concern relative to economic security, we can expect that the trend toward unionization will make institutional planning and management even more complex.

- Finally, we must keep in mind the apparent loss of credibility which higher education has suffered in the public eye, as people have perceived that it is no longer the certain key to the good life. How the average taxpayer sees higher education will obviously have major influence on our institutions' share of the ever more scarce resources available for public services.

We could add other elements of the changing environment which must be factored into community college planning and management activities, but I think that these are the major ones. Suffice it to say that we live and work in a period of tremendous flux —exciting, challenging, full of opportunities, but also risks. Now allow me to take a few minutes to reflect on the development of the planning and management capability of urban community colleges.

THE FOUNDATION: COMMUNITY COLLEGE PLANNING AND MANAGEMENT DEVELOPMENT

A basic premise of my analysis is that the planning and management processes and techniques which community colleges have developed and applied over the past 15 to 20 years have been designed to cope with and control rapid, seemingly automatic and predictable growth, and that they accordingly cannot meet the requirements of commmunity colleges during a period of environmental turbulence and problematic growth. It is my contention that the control-oriented systems which have been created, while they serve and will continue to serve a valuable purpose, are different in kind from the type of management needed to cope successfully with current and future challenges.

In the past two decades, most large, urban community colleges have gone through two basic stages of development, and several are now entering the third — strategic — stage.

- The first stage was entrepreneurial. Completely new institutions were created; growth was rapid, and institutions committed their resources to dramatic expansion. In most instances, little attention was paid to formal management system development. The atmosphere was often intimate and exuberant, and the style was informal and flexible.

- The second stage of development has focused on management control, on building the basic managerial infrastructure of the institution. On the planning side, formal, comprehensive long-range or master planning was implemented in many colleges; such planning often represented the first in-depth inventorying of institutional resources and programming. Hierarchies of mission, goals, objectives, and programs were created, and classification structures were employed. On the administrative side, the various support systems were analyzed and in many institutions redesigned. Budget preparation and control; financial management; personnel management and computer support, to name the major systems, were tackled. Most large urban districts are still engaged in these developments.

An institution having passed through these two stages has typically constructed its facilities, implemented a planning process which enables it to understand thoroughly and to refine its educational program on a systematic, on-going basis, and has created a management infrastructure which enables it to account for and control its resources and costs. In a word, such an organization is considered well-managed. This is not to say, however, that such an institution has the strategic capability to meet the challenges of the 80s and beyond. At this point, we must look at this set of techniques that I have called strategic management.

THE RESPONSE TO NEW CHALLENGES: STRATEGIC MANAGEMENT

"Classical" formal, comprehensive planning of the master plan sort, along with traditional resource projecting and annual budgeting, performs an essential control function, as I have observed. But its very formality and bottom-up comprehensiveness are almost certain to militate against the flexibility and responsiveness required to identify and act on critical environment "signals." A more serious flaw of the control-oriented planning is its internal focus — its making an existing set of goals and objectives the starting point, rather than a searching look at the broader context in which the institution functions.

Before examining in some detail what strategic planning and management are, I should share some personal thoughts about systems. The term refers to a formal, orderly sequence of activities, and this is what we mean when we talk of a planning system. Unfortunately, there has been far too much emphasis on system building over the past few years, partly, I am sure, because of a very human propensity to want to get results at the lowest possible price, and also a result of aggressive sales efforts. We often forget that people make decisions, people exercise leadership; the management information system merely provides information, and any formal planning system can only channel human effort. People interpret the information, develop the options, and choose the directions. When I discuss strategic management, I am talking as much about a way of thinking and a style of leadership as I am about a formal process or system.

I think it is useful to view strategic management as a decision-making process resting on strategic planning, which may be thought of as a more advanced stage of development in long-range planning, characterized principally by its intense focus on the external environment of an organization and on the interaction of that organization with its environment. The basic aim of strategic planning is to ensure that an organization adopts strategies which make the fullest use of its resources in capitalizing on environmental opportunities and in minimizing environmental constraints. It is important in understanding strategic planning to keep in mind that it is concerned with the generation of new "business" for an organization — with fundamental changes in direction — rather than with efficiency, which is concerned with doing what an organization is already doing better. One of the best definitions I have come across is King and Cleland's, in their book Strategic Planning and Policy:

> Strategic planning is that element of a manager's job and of the organization's function that deals with the contrivance of change, rather than the simple reaction to it. Strategic planning involves those choices related to overall organizational purposes, oriented toward the future, and importantly involving uncontrollable environmental forces. Strategic choices are those that emphasize future missions and future generations of 'product" outputs and resource inputs. In contrast, the organization's, day-to-day operating environment emphasize current objectives and the existing generation of outputs and resources.... The organizational implications of this simple dichotomy are profound. Efficiency, the transforming of inputs to outputs, is the focus of the operating environment, whereas effectiveness, the degree to which future goals are achieved, is the focal point of the strategic planning function.

Strategic planning is a concept that has basically developed in the private sector over the past 25 years, and is only now being tested in public organizations. We have very little detailed information on the extent or depth of application in either sector. There is wide agreement, however, that the generic steps must be very carefully tailored to the unique needs and circumstances of the particular organization applying the strategic planning techniques. The basic steps are:

- First, the environmental analysis and forecast, which consists of identifying, forecasting and assessing the implications of environmental conditions which are of strategic relevance to the institution, and of the identification of opportunities as well as constraints.

- Second, the internal resource audit, which involves assessing the important strengths and weaknesses of the organization along its financial, operational, and managerial dimensions.

- The formulation of strategic change targets or objectives.

- The selection of targets and development of strategies for achieving them.

- Finally, the implementation of the strategies.

The "bottom line" of strategic planning and decision-making is the generation of strategies calling for the investment of institutional resources in activities aimed at promoting organizational growth, and it is, therefore, fundamentally different from what, over the past decade in higher education, has been called "steady state" planning or the "management of decline."

Strategic management is aimed at strengthening the resource base of an institution; the latter two are focused on contracting the institution's activities and costs so as to achieve stability within a reduced resource base. It cannot be denied that "management of decline" can be a critical interim approach, in order to achieve a plateau of equilibrium, but used alone it is a guaranteed route to demise.

Before turning to some specific experiences at CCC, I would like to mention two factors, in addition to the need to tailor strategic planning activities to particular institutions, which are critical to successful use of this powerful management tool. First, the chief executive officer must be intimately involved in both the design of the particular strategic planning application and in its implementation; this requires that the officer-in-charge of strategic planning be a senior executive and that he or she reports directly — and has easy access to — the chief executive. *Second*, strategies must be linked through specific goals with the annual resource allocation and budgeting process in the sense that the first-year costs of implementatrion are explicitly budgeted in the upcoming fiscal year. If this tie is not made, and resources are not budgeted, we are dealing with the proverbial dust-covered long-range planning tome filling most of our shelves.

STRATEGIC MANAGEMENT AT CCC

Cuyahoga Community College, like most urban multi-unit districts, has passed through the two developmental phases described above, and for the past three years has been testing approaches to strategic management. Before describing our institutional experience, I should clarify one point. When an institution enters what I am calling the strategic management phase, this means that its primary focus — its planning thrust — has changed; it does not mean that the institution no longer practices management control. Indeed, in this time of declining resources, woe be the institution which neglects productivity and cost-control activities. The 25 percent faculty productivity increase achieved at CCC through negotiations in 1981 is now a key element in our resource plan. There clearly is a continuing need for control-oriented planning, which I would suggest to you is most effectively achieved through the annual budget preparation process, during which budget unit heads refine their objectives and explain how they will make best use of their resources during the upcoming fiscal year. It is possible that such techniques as Zero Based Budgeting, if carefully applied, can make the budget process more effective; the point is, the purpose to be served is the more effective management of current directions — the achievement of greater efficiency and higher productivity.

I would say that the CCC experience with strategic management revolves around the following major assumptions and principles:

- That the essence of strategic management is what we know as *leadership*. We accept Cyert's "other way" of responding to what can be considered a threatening environment; in the Harvard publication *Leadership in the '80s*, he defines this approach as looking at the situation as "an ample opportunity for the exercise of one's problem-solving ability and leadership qualities." We also accept Cyert's distinction between leadership and management. "It is possible to be an effective leader. A manager may balance the budget but make little or no progress in improving the organization so that it is capable of achieving greater objectives." This is close to what Argyris, in the same volume, describes as "double-loop learning," which is focused on changing values and policies on which organizational routines are based, while "single-loop learning" is concerned with managing the routines. Stratetic management is certainly a "double-loop", leadership undertaking.

- That the president of CCC must be involved in-depth in strategic management. Indeed the principles and concepts evolve systematically from his office.

- That strategic decision-making does not necessarily follow a formal process, since strategic opportunities are not identified according to formal planning schedules.

- That, to the extent that formal strategic planning process is necessary, it need not be in the form of comprehensive master planning. Also, it can be distinct from other control-oriented planning; this is to say that we feel no compulsion to create a single integrated planning process that serves all purposes. Such comprehensive designs often, as we all know, sink of their own weight during implementation.

- Finally, that the most important system integration is between the resource requirements of particular strategies and the resource allocation and budgeting process. The CCC management team strongly accepts the concept that a strategy does not really exist until its first-year costs are targeted to specific goals and objectives and budgeted.

At CCC, we have proceeded along both the formal and informal fronts in implementing the techniques of strategic management. To take the informal approach first, a good example would be CCC's growing involvement in the employment and manpower training area, specifically the design and delivery of job skills training programs within an economic development context. The President today, along with top management staff, does not need a formal planning process to tell him that, with the decline of the traditional college-age population in any major urban center, along with the growing emphasis on economic redevelopment of our cities and associated retraining needs, great opportunity lies in the job skills training direction. In Cleveland our first step was to become formally involved in the State, City and County CETA programs, both as participants in the policy councils and as training contractors.

This initial activity has led to major national and state grants to explore linkages between economic development and education, and between higher education and the private sector.

CCC is now engaged in the cooperative design of the education and training component of the City of Cleveland's Enterprise Zone Proposal, and a state capital budget appropriation to CCC in the amount of $8.5 million will enable CCC to develop a comprehensive job/career skills training center that we have identified as the Career Resources Academy.

The strategies at work here have emerged over time and not in one fell swoop as part of a formal planning process. They are the product of a top executive staff very attentive to the changing environment and of very careful administrative follow-through in graduated stages. For example, not long after receiving a $1 million demonstration grant to design and administer a machine trades training program for youth with strong private sector involvement four years ago, CCC created a fourth "campus" without walls, called the Urban Metropolital Development Institute, the primary mission of which is to develop and manage such unconventional training programs. The Career Resources Academy, as a major vehicle for the delivery of training, grew up over time and took shape as circumstances and fiscal resources grew more favorable. By the way, it appears highly likely that economic development/job skills training will buck the trend toward reduced federal support.

In summary, strategic capability is largely a matter of having an executive staff which is externally oriented and which can turn identified opportunities into working programs over time. On the more formal side, we have taken a somewhat unorthodox approach to strategic planning in the design and implementation of what we call the Strategic Educational Planning Process (SEPP). SEPP is basically a venture capital investment process distinct from the on-going institutional planning process. What we have done during this first implementation year — through the leadership of the Vice President for Educational Planning and Development — is to prepare a highly detailed environmental scan and resource audit, to formulate four strategic investment targets with the assistance of an advisory committee with faculty and administrative representatives from all the campuses, and to commit the necessary first-year resources to start work on the four educational targets during the fiscal year which begins July 1. The process is truly top-down, with the only campus participation occurring through the advisory committee, and the dollars concerned this first year are modest, only some $400,000, less than one percent of CCC's operating budget. The only link to on-going planning is the up-front trapping of the resources necessary to start implementation of the targets.

SEPP is obviously a highly incremental approach to strategic planning; in practice, it might be considered a "beefed-up" version of R&D applied to the educational programs of the college. The point is, CCC is actually allocating dollars consciously to growth targets, and this is happening in the midst of major cutbacks in state funding to the institution over the past two years. I stongly believe that, had we attempted to integrate strategic planning techniques into our on-going control-oriented planning, far less would have been achieved. In fact, the only outcome of such an approach would probably be the illusion of comprehensive planning. We have tested strategic planning in a highly controlled situation, and it is working; there is little doubt in my mind that we can expand its applicability in the coming years, but we will continue to move at a measured pace, feeling no pressure to create a comprehensive, integrated "system" faster than internal and external conditions warrant.

The nation's urban community colleges do not have to be about the business of managing decline; our business should be the management of excellence, of change, of innovation, of creativity, of access, and finally, of growth. The needs are there, the opportunities are present. Dramatic economic developments are occuring throughout the nation, bringing with them training and retraining opportunities. There is also our continuing commitment to equal opportunity, access, and social justice — a mandate which we cannot reject despite trends to the contrary. I question whether any American institution is better able to meet these needs than the 1200 or so community colleges located throughout the nation. Our "problem" is not an unfavorable environment; rather, it is whether we can develop the strategic capability to identify and take advantage of these new opportunities for service. At the very essence of this strategic capability is leadership, and the exercise of strong, creative leadership is the preeminent demand we must meet through the remainder of the 80s.

The foregoing article is excerpted from an address to the national conference on Urban Community Colleges in Transition, held in Detroit, March 7-9, 1982. It is used here by permission of the Center for the Study of Higher Education, The University of Michigan. Extended excerpts will also appear in a monograph to be published by the ERIC Clearinghouse for Junior Colleges: Urban Community Colleges in Transition.

STRATEGIC PLANNING

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Strategic planning at Cuyahoga Community College is the conceptual framework for the many planning, management and evaluation activities carried out by the institution. "Strategic planning" may sound more like corporate management jargon or language from the federal bureaucracy than higher education. For urban community colleges, however, strategic planning may represent the difference between succumbing to or overcoming an increasingly hostile environment during the decades ahead. When the term "strategy" is used, we normally mean long-term aims transcending annual operating objectives of an organization. It is within the framework of strategy that annual budget planning and preparation take place.

Alfred D. Chandler, in his business history Strategy and Structure, defines strategy as "determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out these goals." Strategic decision-making is concerned with the long-term health of an organization rather than with day-to-day operations. Also, a strategy is not in force until an institution has made a resource commitment to support carrying out the strategy.

What are the primary elements of the process through which our institutions can develop long-range strategies? Hugo E. R. Uyterhoeven, Robert Ackerman and John Rosenblum, in their casebook Strategy and Organization, describe a six-step or six-phase strategic planning process:

First, the community college's "strategic profile" must be grasped — how it has defined its purpose and its posture relative to its service area.

Next, a "strategic forecast" is formulated, based on a complete understanding of the external environment in which the College operates — now and in the future — identifying current and future oportunities and threats facing the organization.

Third, a "resource audit" should be performed to identify and assess operational, financial and managerial strengths and weaknesses.

Having established an internal and external framework, a variety of "strategic alternatives" can be defined.

Various alternatives are then subjected to the "test of consistency," relating College resources to constraints imposed by the external environment.

Finally, the strategic choice is made, either reaffirming the existing strategy or formulating a new one.

Before discussing what the College has learned in developing a strategic planning capability, it might be useful to look at the primary components of the institutional development program that set the stage for such activity at CCC.

The program, initiated in January of 1975 with funds from a local community foundation and institutional dollars, has focused on three major areas: (1) governance and organization; (2) long-range or master planning; and (3) management support systems improvement.

The first endeavor in the area of governance was the restructuring of the standing committees of the board of trustees, from several topical committees to three functional committees: planning and evaluation; management; and community affairs. Along with this restructuring, the College upgraded and systematized staff support services to the board, forming a staff support team for each of the committees and placing coordination of all committee staff work in the president's office.

INVOLVEMENT IN POLICIES

The second major initiative has been the development over the past year and a half of a new college-wide structure and process for involving all major college constituencies (including non-academic, non-administrative staff, and students) in the development and review of college policies and, when of substantial significance, procedures. The governance system, which basically consists of four major college-wide committees and an all-college forum, is now being tested and appears to be working relatively well.

In the area of long-range planning, the college has recently completed the major public portion of a comprehensive effort at updating its five-year master plan, including the restatement of its mission and goals, and the development of operating objectives for district level functional areas and the three campuses. The creation of a new office of strategic planning has enabled the college for the first time to pay close attention to the integration of long-range planning and the annual budgeting process and reaccreditation of the college as a comprehensive, multi-unit community college district.

Under the rubric of the management improvement program, the college is developing improved management support systems in the areas of financial management, personnel management, student registration/records, and the general computer capability to support information needs of the institution. With consultant assistance, a set of college-wide financial policies and operating procedures is near completion, and a significant portion of this is devoted to the administration of student financial aid programs, including veterans' aid, which has become a problem area in many urban and non-urban institutions.

During the years CCC has been grappling with questions related to strategic planning, some practical wisdom has been acquired that may prove helpful to other community colleges:

There is No Choice but to Plan. The key question can be disposed of: whether or not to plan strategically. There is no choice. There may have been, in the early years of the community college movement — the decades of the 50's and 60's —but today public skepticism and ever more scarce resources make strategic planning a question of institutional survival. Particularly in public community colleges that have been somewhat insulated from market forces, failure to plan now for the uncertain future can mean slow but certain decline. So the question facing all administrators in higher education is not whether but how.

Strategic Planning Is Hard to Do. It is easy to forget there is seldom much, if any, pressure to do real strategic planning. Of course, there may be a demand for one or more master-plan-like documents, attractively bound, which can serve as proof that an institution is committed to something called "scientific" or "modern" management. But pressure is normally exerted in the area of operations, of day-to-day decision-making and problem solving. Sit in on a meeting of any executive body today and note how little of the time is devoted to strategic questions.

Also, strategic thinking, planning and decision-making is hard because it deals with a future that is increasingly difficult to predict. When the crucial element of resource commitment is added to the definition of strategic planning, the amount of real administrative or executive-level strategic planning taking place diminishes radically.

Its Imitators Are Many and Dangerous. One reason that many institutions believe they are planning strategically when they probably are not is that there is a naive tendency in public institutions to view strategic planning as something for others or as a relatively simple technological question. This is seen in many areas of higher education today in the current preoccupation with computer based information systems, the use of "canned" management improvement packages as quick-answer solutions to difficult institutional problems. Indeed, there are signs many institutions are beginning to drown in information and are desperately attempting to use all the data they have. Incisive, executive-level strategic analysis is little in evidence.

Overreliance on seemingly simple technical solutions is dangerous because it diverts essential time and energy from the work that needs to be done. The worst of all sins for institutional managers today is to be unrealistic, to delude themselves about progress. If a so-called "master plan" is only a general set of directions with no hard choices between policy and program options, no concrete resource commitments, then often considerable effort has been expended to no avail insofar as a real application of strategic planning is concerned.

The Human Side Is Paramount. The CCC experience leads one to believe that the only practical approach to building a strategic planning capability is to emphasize the human element above the less important system supports. The following elements simply must be present if good strategic planning is to take place:

* Substantial time must be devoted to strategic planning by the chief executive officer and his top executives.

* Such strategic deliberation must be well informed in the sense that it is based on the best information available. Nevertheless, very little information is truly crucial, and there is no use wasting time trying to understand a plethora of extraneous data.

* More important than any other factor is having the right people in the right positions. This is a problem for most community colleges today. To assist in the enterprise, top staff must have such qualities as intelligence, open-mindedness, creativity, a strong sense of logic, the judgment to differentiate strategic from merely operational or tactical details, and technical proficiency.

- In summary, if an institution is not able to handle the "people questions" then it should not waste either time or money on sophisticated system support.

Work Closely with the Board. By definition, strategic planning deals with issues falling primarily in the area of policy considerations, and, therefore, within the purview of a community college's board of trustees. When board action is being sought, the wise executive will assure that board members (preferably via a standing committee) have been kept abreast of critical information related to good planning and that clear, careful analysis has been provided. "When?" and "how much?" are not simple questions when transmitting information to a board for policy decision-making. In this light the chairman of the CCC Board has indicated he believes the most important policy approved by the board is the enactment of the budget each year. This act sets in motion for another year the real expression of what the institution is to be, over the next 12 months.

Don't Reinvent the Wheel. The transfer of concepts and technologies from the private to the public sector and particularly to many of our institutions has been amazingly slow. It is a fact that many of the concepts and practices now receiving major attention in community colleges go back 50 or 60 years in business history. It is not enough merely to be aware of currents in higher education if one aspires to administrative and managerial leadership.

Centralization-Decentralization Should Not Be a Philosophical Debate Topic. If we accept the tenet that functions should be handled at the level where they are most effectively and efficiently performed, then there is nothing else philosophically to say about the centralization-decentralization issue in multi-unit community colleges. Also, although many people at many levels may supply data and analysis useful for strategic planning, it is inherently a centralized executive-based function. An elaborate, "bottom-up" process with committees, task forces and reports galore is either aimed at promoting good feeling or operational planning. Such structures have little to do with strategic planning.

A community college must be realistic and avoid self-delusion. Do not look for simplicity and order where none exists. Do not be seduced into believing that there are technical panaceas for institutional problem solving; that with sufficient money all problems will be eliminated. Strategic planning seldom just happens. It is always difficult and costly in terms of executive-administrative time and effort. The evidence that it is being done will not appear in voluminous documents, which, instead, probably indicate that it is not taking place. And if an organization is doing strategic planning, whether it is doing it well or poorly will probably be known well after the strategic decision-makers have moved on to other challenges.

If long-term institutional vitality (and perhaps even survival) is a valid end, then the community college must pay the high price that real strategic planning exacts.

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FINANCIAL PLANNING — THE FUTURE REALITY SYNTHESIZER

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My thesis is that planning for achieving institutional cohesion is, in fact, uniquely the role of the financial planner. Obviously, I am here defining financial planning not as planning for such subordinate elements of the financial function as investment of the institution's liquid assets, its accounting and related management information systems, its audit program, or cost containment. Instead, I am addressing my remarks to planning for the financial viability of the total institution. And this planning requires taking into account and integrating, in a financial perspective, the major plans developed in every other area of the institution's activities.

Let me begin by setting a conceptual state for our discussion.

The college or university comprises a system in the sense in which the word "system" was utilized enthusiastically in the 1950's and 1960's and then became more or less passe. The very concept of a "system" implies that effective planning for it will require attention to, and integration of, all of its parts. Measured against this requirement, it is financial planning that best incorporates and reflects all other types of planning for the system that is the college or university.

Thus, planning for other higher education functions may or may not systematically address both the long-term and the short-term, but the financial planner has no other practical choice than to do so. Only to a limited extent must other managers and their plans, taken by themselves, explicitly incorporate the constellation of other aspects of the institution's major planning efforts. The financial planner must, however, take them all into account.

Nearly all observers agree that in the troubled 1980's, enrollment growth will taper off for most institutions and substantial enrollment decline will be experienced by many. We can anticipate that this will bring with it enormous problems of adjustment and even, for some institutions, of survival. In this environment, it is financial planning that provides the means for incorporating the essential findings and conclusions from other types of planning in useful models that take into account the many dimensions of the higher education venture, permit casting up alternatives in formats useful for analysis and feasibility appraisal, and provide a sound basis for decision making.

In doing so, the long-range financial plan will be based on:

- First, projections of stratified student enrollments;
- Second, projections of expenditures for instructional, research and public service program offerings; for support programs; for faculty, administration and staff types, numbers and compensation levels; and for plant and equipment needs; and

- Third, projections of resource availabilities including tuition and fees; federal, state and local subsidies; interest income; endowment income; federal and state grants; private philanthropy; and reserves.

It is the financial planner who has — who must have — the fortitude to carry out a fearless, coherent analysis of the relationships and compatibilities — and dissonances —among these varied needs, factors and resources. Only the financial planner has available a common language — the coin of the realm — by which to denominate and interrelate these varied resources. Only the financial planner has the perspective and the tools to conduct the needed feasibility appraisal of the entire institutional plan. Only the financial planner can provide needed leadership to the institution in establishing the short-range tactical plan for the next budget year in the context of the longer-range strategic plans for, say, three, five and ten years out.

The financial planner is the one member of the institution's executive group who is most likely to reflect the realism of the budgetary situation. Note, importantly, that he is also the one person most likely to be held accountable for actual results achieved versus earlier conceived plans; this is a sobering fact that leads to hardheaded analysis and contributions.

To sum up, the financial planner is the central planning integrator of the institution, and the financial plan is the tool for achieving internal cohesion among the programs and constituencies of the higher education venture; it is the means of synthesizing future reality.

As a final point in this statement of concept, the ethics involved in financial planning — indeed, in all higher education planning — will in the 1980's be put to a more severe test than in past years. The organization, confronted with steady state or declining enrollments, will be under both self-induced and external pressures to respond to institutional problems with solutions that are of relatively low priority to the educational venture and not necessarily consistent with the use of precious taxpayer, donor, and student funds. The financial planner can expect to face considerable pressures to make the numbers come out in ways that will satisfy the agenda of powerful forces within the institution....

Each of the elements that go to make up a college or university interacts with each of the other elements and, in doing so, affects the institution's ability to perform its function and achieve its results. The great need, therefore, is a means of taking into account these several factors in an interactive model. An essential requirement is a common language into which to translate, and by which to express, these several system elements. Where can the college turn for this single interactive model and common language?

FINANCIAL PLANNING AS AN INTEGRATING FORCE

The answer is: "To the financial planner and planning function." It is the financial planner alone who deals with all of the elements in the college's interdependent system. Thus, the long-range financial plan must be based on projections of needs to be met, educational and support programs to respond to these needs, resource requirements for these programs, and financial availabilities.

- The first major planning factor required by the financial planner is projections of stratified enrollments. By stratified, I mean enrollments specific to major educational delivery sites, educational programs, and educational levels. These figures on student numbers will themselves be the product of institutional planning studies both of past enrollment trends projected forward and of the current and projected needs of the population "out there" for educational programs. For most institutions, enrollments are the determinants, first, of the major part of expenses incurred — those that are variable with student numbers, and this is a high percentage — and second, of the major part of income, including student tuition and fees and, for public colleges, state and often local subsidies.

- The second of these major planning factors required by the financial planner is efficiency indicators or guidelines that can be utilized to translate student numbers by educational program into resource requirements. Some institutional planners deal with very simple formulae. Two that — in the instructional area -- go a long way toward predicting the manpower needs that represent 80% of institutional budgets are student-faculty ratios and full-time-part-time faculty ratios. With these two guidelines, it is possible to make an approximate translation of projections of student numbers into instructional personnel needs. Other institutions will use student credit hour standards to determine FTE faculty requirements. A few will develop — by academic program and course — discrete student-faculty or student-credit-hour-per-faculty-member or class size guidelines.

- The third of these planning factors is a projection of the rate of price changes. This is of critical importance in the current environment. Take employee compensation, for example. If we are to deal with an 8% inflation rate over the next decade, an average faculty member whose total compensation package is, say, $24,000 this year would be receiving $52,000 annually by 1990 and $112[illegible] by the year 2000. If the inflation rate averages 10%, the 1990 figure would be $66,250 and the year 2000 figure would be $161,460. Please note that this is not out to the end of time. The year 2000 is no further in the future than 1960 is in the past and that year certainly doesn't seem all that far behind us. Thus, looking ahead that same period of time, most of those in this audience will still be working in service to a higher education institution when that $24,000 compensation figure will have become, at, say, an 8% inflation rate, $112,000, or, at a 10% inflation rate, $161,460.

- The fourth of these critical planning factors utilized by the financial planner relates to expenditures.

  1) Data required include guidelines as to non-instructional expenditures per student. Typical are dollars per FTE student for academic support, for institutional support, and for student services.
  2) They include trends relating to expenditures for such auxiliary enterprises as bookstores, food services, residence halls, and child care.
  3) They also include historical and projected expenditures for such relatively fixed costs as utilities, custodial services, debt service, and any other relatively fixed charges.

- Fifth, the financial planner must be concerned with college income. The institution may, of course, have little control over some of the revenue items.

  Here the private institution is likely to look (1) to student tuition and fees, private fund raising, unrestricted endowment income, and interest proceeds in the current unrestricted funds category and (2) to restricted endowment income and gifts and grants in the current restricted funds category. Where bookstore, food service and housing income items bulk large, these auxiliary enterprise revenues must also be examined.

  The public institution will also be looking hard both at state subsidies and at any local subsidies, such as county or city appropriations, property tax levies, and sales tax proceeds.

We've been discussing the factors on which both long-range and short-range financial planning must be based. What do we have when we put them together? The answer is the inputs necessary for a financial planning model capable of simulating the performance of the institution.

Most institutions that undertake financial planning worthy of the description do in fact employ some type of planning model for integrating these inputs. The model will project resources, with enrollments a driver for (1) projections of student income and (2) in the case of many public institutions, of state subsidies. The model will also project expenditures; here, too, enrollments, along with faculty productivity ratios, will provide guidance. Many other cost factors will be incorporated ranging from known fixed debt service amounts through relatively fixed utilities costs to factors — such as admission processing costs and institutional space needs — that are more largely variable with enrollments.

Most institutions utilize a rather simple model. In fact, the typical financial planner performs his computations with the aid of pencil and hand calculator — and, if he is lucky, a flesh-and-blood assistant. However, the nature of the college or university as a system of interrelated and interacting quantifiable elements and the consequent necessity of basing sound long-range financial planning on a modeling approach immediately suggests use of a computer to help with the calculations. So in medium size and larger institutions a growing number of today's financial planners are making use of computer modeling programs to generate statistical formulations of their financial plans. EDUCOM and its EFPM or Educational Financial Planning Model has recently become one of the better known of these approaches. Some individual institutions have for some years been generating their own computer models — ranging from partial to holistic ones.

Whatever the sophistication of the approach and the tools employed, the task of the financial planner is to develop and employ a modeling approach to take account of and integrate the many interdependent variables in the institution's financial planning model so as to define the long-range financial plan for the institution. The product is what we might fairly call the "future reality synthesizer". The approach we have been discussing brings together all of a college's or university's component elements into that plan that is most capable of achieving the institution's service objectives to society. The plan is driven by the educational needs to be met and the educational programs to be offered. It defines the human and physical resources required. It denominates these in the common denominator of dollars, or yen, or pounds as the case may be.

The financial planning approach described permits tailoring expenditures to the reality of the income that is anticipated. It permits exploring alternatives, the "what ifs" that are so much easier to consider if computer-assisted models are utilized. For example:

* What if a given higher level of student recruitment effort is judged capable of resulting in a given higher level of enrollment?

* What if the annual rate of inflation averages 10% rather than 8% over the next five years?

* What if the student-faculty ratio is increased from 21:1 to 24:1?

* What if energy conservation expenditures of so much per year for the next three years will reduce energy consumption by 5% annually over the next five years?

This approach of evaluation of alternatives permits developing a synthesis not just of one view of reality but of different versions of future realities. Boards of trustees and administrations can pick and choose among the planning assumptions utilized — based on their own assessments of probabilities and of the steps to which they are prepared to commit — and can thus synthesize their own future realities. And this is exactly as it should be.

I have mentioned financial planning for time spans of one, three, five, and ten years. There is a certain programmatic logic to these formats:

* Ten years is a good round number of years for projecting the broad parameters of the institution given certain modeling assumptions of enrollments, programs, expenditure levels, income levels and rate of price increases. A time perspective of at least this duration is needed if one intends to build a building or justify a ten- or fifteen-year property tax levy.

* Five years is a time period that will encompass the establishment of most new educational programs and the acquisition and construction of most physical facilities.

* Three years is a minimum period that must be considered in order to smooth prospective medium-range income and expenditures over time.

* One-year financial planning is absulutely necessary to construct a program and budget that will see the institution through the next twelve months in sound shape. Failure to make results come out satisfactorily over this time period will, in some communities, send college and university financial planners — chief financial officers — to jail!

FINANCIAL PLANNING AT CUYAHOGA COMMUNITY COLLEGE AS A CASE STUDY

My institution must be as concerned with sound financial planning as any. And at Cuyahoga Community College we do, indeed, explicitly recognize that financial planning is the future reality synthesizer of our overall college plan....

We have seen our enrollment increase from 12,800 in FY 1975, by over 25% to a high of over 16,000 in FY 1976, and then drop by about the same amount to around 13,000 in FY 1979 and FY 1980.

We depend in part on two ten-year county levies, the proceeds of which, by law, do not increase with rising property values and higher assessments. Thus, the $11 million we received from this source a decade ago generates today only slightly more — whereas it would be generating nearly $24 million had it kept up with inflation over the past decade.

State of Ohio revenue reductions resulting from the present economic downturn will, we were recently advised, result in a cutback in state appropriations for this current FY 1981 of 3% or by $575,000, and state revenues may be inadequate to permit any funding of price increases over the following biennium.

Expenditures projected from the FY 1980 base on the assumptions of a steady state 13,000 FTE enrollment and an 8% inflation rate exceed projected income to FY 1985 by an amount cumulatively increasing by about $1.3 million each year — facing us with a problem of providing, five years from now, educational programs to a constant size student body with a base budget in constant dollars of $42 million compared to our present $48 million.

The point is that we are as good an example as any in the nation of an institution buffeted by external demands and pressures. We therefore should, must, and do regard long-range financial planning with extreme seriousness. We depend on it to provide an integration and synthesis of our total college plan.

Because of the importance we place on our planning activities and the consequent attention we have devoted to them, it may be useful to describe our basic college planning approaches. Since they involve the several dimensions already described, the following description will, instead, focus on the functional activities involved in our planning process and on the means for comprehensive involvement of the college community in our long-range and short-range planning efforts.

Each year we are placing increasingly greater emphasis on the preparation of sound plans both for the college district as a whole and for component units and programs. These plans are statements of what we intend to do in delivering educational programs within the county that constitutes our primary service area. They constitute the basis for developing our annual budget both as a financial allocation tool and as a human resource, programmatic, and funds control tool. They also encompass criteria and standards that serve as a basis for measuring, evaluating, and improving performance. It is of interest that the college-wide process has been managed for the past three years by the staff that is also responsible for the financial planning function.

A. FUNCTIONAL PLANNING ACTIVITIES PERFORMED

The planning work required of all managers at CCC involves seven major functional planning activities.

- First is forecasting. This is the estimation and prediction of future conditions and events — both (1) external, the environment that impinges on us, and (2) internal, our own strengths and weaknesses evaluated in a future-oriented context.

- Second is developing objectives. These are the results to be achieved, in essence, a hierarchy of:

  1) mission or purpose — why our positions and units have been established,

  2) goals — the most important, overall continuing results we must accomplish to achieve our mission/purpose, and

  3) specific objectives — the measurable, time-limited results that we must accomplish to achieve our goals.

- Third is programming. This is the definition of the sequence and priority of work steps to achieve our objectives, including (1) program steps, or the units of work that make up our programs, and (2) accountabilities, the individual(s) responsible for each work step.

- Fourth is scheduling. This is the time sequence for the program steps.

- Fifth is budgeting. This is the allocation of resources to achieve an objective in a specified period of time.

- Sixth is developing policies. This is planning of predetermined standing decisions of countinuing effect.

- Seventh is developing procedures. This is the planning of predetermined standard methods of performing specified work, that is, generic sets of work steps.

B. RELATIONSHIP OF LONG-RANGE AND SHORT-RANGE PLANNING

Each year each manager at Cuyahoga Community College prepares both long-range and short-range plans for his unit in four steps:

- First is the development or updating of the summary statements both (1) of mission or purpose and goals and (2) of the current status of each organizational unit.

- Second is the development or updating of meaningful five-year plans for the programs and activities of the College as a whole, its major constituent units, and its subordinate organization units. These long-range, five-year plans are based on the earlier-prepared mission or purpose and goal statements. These long-range plans include forecasts, objectives, broad program statements, and year-by-year financial pro formas that state broadly the financial implications of the long-range objectives and programs.

- Third is the development — at each and every organization level within the College — of much more detailed plans for the coming year. These short-range, one-year plans define the immediate next steps to be taken to implement the long-range, five-year plan so as to achieve the long-range objectives agreed upon for the institution. The short-range plans proposed for each forthcoming fiscal year also include forecasts, specific objectives, programs, and schedules -- but in greater detail than is required for the long-range plans. This short-range planning work also leads to a statement of overall resource needs in terms of human resources, equipment, facilities, and money for the coming year.

- Fourth is the development of the detailed annual budget for the coming fiscal year. Please note that while, because of its importance and the amount of work required in its preparation, special attention is drawn here to preparation of the budget, it is, of course, simply an integral part of the college's short-range plan.

C. SCOPE OF LONG-RANGE AND SHORT-RANGE PLANNING

At Cuyahoga Community College, long-range and short-range plans are developed for the college as a whole, for each level of organization, and for each major programmatic area. These plans embrace the entire scope of significant College activities. They include academic programs, administrative support programs, human resources programs, and financial resource programs. A major commitment is made to both top-down and bottom-up planning, with the most productive part of the process resulting from the interface and reconciliation of the two approaches.

The academic program constitutes our college's "front-line" activity and, to a very major extent, drives the total planning process. In consequence, as a basis for its comprehensive long-range and short-range institution-wide plans, the College can be expected to put an expecially great effort into the development of sound academic plans. However, it is the financial plan that provides a synthesis of the academic and all other supporting plans.

D. STANDARDS FOR AND EVALUATION OF PROGRESS AND RESULTS

Finally, objectives developed as part of the plan for a major organization component or smaller unit — articulated in greater detail as may be appropriate —are employed as performance standards to assist in the work of correcting and improving performance. This work encompasses four activities:

- First is setting performance standards. This is establishing the criteria by which work and results are assessed.

- Second is measuring performance. This is recording and reporting work being done and results obtained.

- Third is evaluating performance. This is analyzing, interpreting, and determining the worth or quality of work done and results obtained, involving weighing the actual results against the predetermined standards.

- Fourth is correcting and improving performance. This is rectifying and improving both work in progress and, when necessary, the basic plans themselves to bring them into closer alignment with reality.

E. TIME SCHEDULE FOR PLANNING AND EVALUATION

It is important at Cuyahoga Community College that we undertake our institutional planning in a workable timeframe.

- Each summer, as we begin the planning cycle, we develop or update our statements (1) of mission or purpose and goals and (2) of the current status of our units.

- During the remainder of the first half of the fiscal year, September through December, we develop or update our long-range plans — and at Cuyahoga Community College we do plan for ten, five and three years ahead.

- Between October and January, we develop the short-range plans for the forthcoming fiscal year — that is, for the first year of the just-developed five-year plans. These short-range plans include development of more detailed forecasts for the year ahead and of specific objectives, programs, schedules, and preliminary statements of major resource requirements for the forthcoming annual period.

- During the period January through May, our planning cycle continues with the development of detailed unit budgets and a final college-wide budget.

- Finally each year, during the period June through August, we conduct a major evaluation of success of program implementation in achieving objectives. This evaluation not only looks back at the most recently completed academic year but also serves as an input or basis for our planning for the succeeding fiscal year. We are seeking to develop a broad pattern of evaluation processes, each of which involves its own schedule of activities. These are intended to permit correction to and improvement of work in progress. They are also intended to permit improved design and implementation of subsequent programs and projects of a similar type.

F. RESULTS ACHIEVED

I have been describing the overall planning system utilized at Cuyahoga Community College. Our financial planning is the single most important subset of this total planning effort. We were, incidentally, the first two-year college in the nation to sign on with EDUCOM to use its computerized long-range financial planning model tying into computer software and hardware resources at Cornell University.

We work cooperatively with the institutional studies group, the educational planners, the three component campuses, and the office of the President in these planning efforts. Our financial plans do integrate the work of all of these other college elements. And the product is impressive. Today, for example, no one in the senior leadership of our institution would risk moving very far in any new strategic planning direction without a report from the financial planning staff on its implications — that is, on our holistic version of this proposed new future reality.

Major applications of the tool of the financial plan — that is, where its results have, for us, been conclusive — have included the following:

- Decisions on a 27% increase in student tuition and fees for Fall 1978 and another 30% increase for Fall 1980.

- The decision on a reduction from FY 1980 spending levels of over $1.8 million or some 4.6% of our total budget in FY 1981, involving, along the way, a reduction of 87 positions in what had been a position budget of some 1,200 slots.

- The anticipation of a further reduction in the FY 1982 and FY 1983 budgets versus the just-approved FY 1981 budget of about $1.3 million in FY 1982 and $2.6 million in FY 1983 — along with added personnel cuts of something like 70 position slots each year.

* The decisions, first, to establish a television network among our three campuses and, second, not to expand it at this time to link with other organizations in our service area.

* Decisions to streamline our organization structure, consolidate our learning resources activities, introduce an automated energy control system, and take other steps to reduce costs.

* The decision to explore increasing our county levy by perhaps half a mill, or $5 million a year, in connection with renewal a year or so from now of one of our two basic ten-year levies.

At Cuyahoga Community College, our financial plan is indeed the future reality synthesizer.

The foregoing article is excerpted from a paper presented at the fifteenth annual conference of the Society for College and University Planning, held in Quebec City, August 3-6, 1980.

THE PLANNING SYSTEM AT VALENCIA COMMUNITY COLLEGE

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There is no mystique about planning. Everyone plans! The critical questions are: One, how well do you plan? Are your plans based on sound, accurate information or are they based on "seat of the pants" guesswork? Two, are you able to plan for both immediate contingencies and long-range possibilities or are you limited to planning ways out of today's crises? And, three, are the appropriate people involved in planning or does the president or a select few plan for the institution without involvement of others?

The Division of Community Colleges of the Department of Education of Florida has mandated that local community college boards of trustees periodically examine the operation of their colleges with regard to seven accountability standards. These standards include (1) needs assessment, (2) student goals, (3) personnel decisions, (4) equal opportunity, (5) program plan, (6) program evaluation, and (7) differentiated responsibilities (how well the board and administration of the college have worked out their respective roles). At Valencia, one of eight Florida community colleges involved in piloting the study during the 1978-79 school year, we saw this as an opportunity to study, systematize, and discuss with our board of trustees the way we plan for the management of our college.

Our study was completed in work sessions of our board and was submitted to the Division of Community Colleges. In this article I will deal only with five of the standards, omitting student goals and differentiated responsibilities. While the documentation of the activities which comprise the study is of great value to us at the college, of equal value was the process of studying these activities with our board. I think it is fair to say that even though some members of our board have served well for several years, every member of the board now has a greater understanding of the activities of the college than ever before.

PLANNING FOR COLLEGE PROGRAMS

Standard 5 of the accountability standards calls for a program plan at the college. The standard reads as follows:

> Valencia Community College shall implement a long-range plan for program development. Such plan shall include the basis for setting priorities for programs and services. For each program, there shall be published statements of expected outcomes.

This standard requires that the college operate under a long-range plan for program development which includes the basis for setting priorities for providing programs and services. Additionally, the college is expected to have established outcomes for each program operated.

The program plan of Valencia Community College is guided by the mission and goals of the college which are as follows:

MISSION STATEMENT

The purpose of Valencia Community College is to provide comprehensive postsecondary education and lifelong learning opportunities that foster individual growth and community development.

Goal One: Provide continuous planning for defining and evaluating goals

Goal Two: Provide experiences that develop in the individual a desire for lifelong learning

Goal Three: Provide a program that helps the individual in assessing needs

Goal Four: Provide educational programs which accommodate individual needs and differences in learning

Goal Five: Develop a learning atmosphere which utilizes community resources with facilities and services accessible to all

Goal Six: Develop a system that promotes effective community and college communications and decision-making

Goal Seven: Cooperate with the community in providing programs which foster both individual and community development

Goal Eight: Provide equal educational and employment opportunities

Goal Nine: Promote and support creative and dynamic faculty and staff

The mission statement and the goals were developed in 1975 as a part of the process for the development of an Advanced Institutional Development Program proposal. The development of this proposal represented the most comprehensive planning the institution had accomplished to that point in time. The documentation of that planning process serves as the master plan for the programs of the college through 1980-81.

For initial development the charrette process was used. This involved two separate meetings of approximately 100 persons, including every aspect of the college and the community, in identifying the mission and goals and major themes of development for the college. Between the two charrettes the mission and goals were validated by the total faculty and administration of the college. Since 1975 there have been annual charrettes in which the mission and goals were revalidated and the activities at meeting them revised. The plan was comprehensive and validated through management workshops.

Short range/long range planning as a component includes the college's movement toward management by objectives. The college's Placement and Follow-Up System is also built into the short range/long range planning component.

SPECIAL PURPOSE PLANNING

As a further description of the activities of the college in meeting our accountability standard for program planning, there are special purpose planning activities in which the college is involved. Visual One describes four of those activities. They are the Staff and Program Development Five-Year Planning, Facilities/Survey Planning, Career Program Development Planning, and Equal Access/Equal Opportunity Planning.

Staff and Program Development planning is done on an annual basis by updating a five-year plan. Persons involved include the College-Wide SPD Committee which includes representation of all employees of the college and the President of the college. Facilities planning is conducted annually and updated as needed by the Vice President for Development and Facilities Planning and reviewed by the administrative staff and the President. Career Program Development is a continuing activity of surveying the field for new program needs. Persons involved include the academic deans, several directors, and the Vice President for Institutional Services. EAEO planning is done on a five-year time span and progress reported twice a year.

ASSESSING NEEDS

Our needs assessment standard reads as follows:

> Valencia Community College shall review periodically the district needs which call for educational services. When possible, this review shall be in cooperation with other institutions serving postsecondary educational needs in the district.

Needs assessment at Valencia Community College is best understood as part of an overall process which can be called the College Planning, Development, and Delivery Model. It consists of three major components: (1) Awareness and Needs Assessment; (2) Development, Review, and Refinement; and (3) Delivery of Instruction and Services.

Each component is a complex set of activities. For example, delivery of instruction and services may range from classroom instruction such as teaching liberal arts courses to continuing education courses for occupations to special training programs for displaced homemakers. The Development, Review, and

SPECIAL PURPOSE PLANNING

ACTIVITY	TIME FRAME	INVOLVED PERSONNEL
STAFF & PROGRAM DEVELOPMENT PLANNING	Five-Year Plan (Updated Annually)	President College-Wide Committee
FACILITIES SURVEY/PLANNING	Five-Year Plan (Updated Annually)	President Vice-President for Development & Facilities Planning Administrative Staff
CAREER PROGRAM DEVELOPMENT PLANNING	Annual	Vice President of Institutional Services Deans Directors
EQUAL ACCESS/EQUAL OPPORTUNITY PLANNING	Five-Year Plan	President EAEO Officer College-Wide Committee

VISUAL ONE

Refinement component also contains complex activities ranging from an individual instructor's development of a new course to a task force's work on developing a massive proposal for college development such as the Advanced Institutional Development Project.

The Awareness and Needs Assessment component serves, in a theoretical sense, as the beginning portion for the model. It is in this component that the college staff becomes aware of needs in either its existing programs or in community needs that begin the process of development which will lead to instruction or service to the community. Awareness of needs may come from students, citizens, college staff, state agencies, federal agencies, or the broader "profession of education."

The three components are linked together by evaluation and decision points. For example, evaluation of the instructional programs of the college may lead to the component of Development, Review, and Refinement. Decisions are made at the college as to whether or not to implement new programs after each component. For example, a needs assessment activity may show the need for a dental hygiene program. A decision is then made as to whether or not to expand resources to develop such a program. Given an affirmative decision, development occurs. Then a decision is made as to whether or not to implement the program.

Needs assessment activities at Valencia Community College involve students, the community, and the college's educational programs. For students there are needs assessment activities related to future students, existing students, and alumni. For the community there are assessment activities on employment needs and opportunities. Educational programs needs assessment involves continuing assessment on career needs, advanced and professional course needs, developmental needs in basic skill areas, and assessment for community instructional services.

Needs assessment programs can be either formal or informal, ongoing or special purpose. An example of a formal, special purpose needs assessment was the Community Impact Study done annually on all graduates and non-returning students of Valencia Community College. Another example of a special purpose formal needs assessment is the survey of a particular need for an occupational program such as a survey for a biomedical technician.

Informal needs assessment activities may either be ongoing or special purpose. An example of an ongoing informal needs assessment is the sensitivity of the college faculty to student needs. Such a sensitivity, for example, has led to increased developmental and remediation programs such as the writing and reading laboratories in the communications department.

Informal needs assessment can also be special purpose such as when a group at the college becomes interested in a particular area and conducts a special purpose, informal type of an assessment. An example of a special purpose informal assessment is the process by which an alternative to the general education program was developed. A group of faculty members sensed a need for students to have an alternative to the discipline-oriented general education program; therefore, they developed an interdisciplinary program for general education.

Every college has available to it many sources of needs assessment information, much of it not always recognized as such. These are needs assessment information sources we recognize and use at Valencia:

Academic Staff Minutes

Minutes of all the academic staff meetings on the East, West, and Open Campuses are available to demonstrate ways in which curriculum change and innovation might come about through the identification of a need and its review by the academic administration.

Advisory Committee Minutes

Advisory Committee minutes provide a data source for analyzing the input that the community college receives from community representatives who serve on advisory committees. Copies of advisory committee minutes from all program areas are available.

Articulation Committee Minutes (of the Coordinating Council of Orange and Osceola Counties and VCC)

The Articulation Committee is a sub-organization of the Coordinating Council and provides program faculty and managers an opportunity to interact with school district personnel. Minutes of the meetings are available to demonstrate areas of articulation and cooperation.

Career Program Development Committee Minutes

The Career Program Development Committee is a committee composed of adminstrators from each campus and the Vice President for Institutional Services which meets monthly to develop new career programs and review existing programs. The minutes are available to document the flow of decision-making for the implementation and refinement of existing career programs.

Community Impact Study Reports (For further information regarding the Community Impact Studies conducted cooperatively by Valencia Community College, Kalamazoo Valley Community College, and Eastfield College, contact the National Center for Higher Education Management Systems (NCHEMS), Post Office Drawer P, Boulder, Colorado 80302.)

The Valencia Community College Community Impact Studies were conducted in the Spring of 1978 and consist of a series of six reports detailing responses to the survey. The study was initiated to determine the impact that Valencia Community College was having on its college district and to identify needs and opportunities that the college could meet. The individual reports are as follows:

A Report on the Citizen Responses to the Valencia Community College Community Impact Study, Institutional Services Report #78-79-2, November, 1978

One thousand, nine hundred and sixty-one citizens responded to the Valencia Community College citizens survey.

A Report on Educator Responses to the Valencia Community College Community Impact Study, Institutional Services Report #78-79-6, November 1978

All public school educators were surveyed to determine their knowledge of and opinions about Valencia Community College.

A Report on the Employer Responses to the Valencia Community College Community Impact Study, Institutional Services Report #78-79-3, November, 1978

A selected group of employers of Valencia graduates were surveyed. Their responses have been of great help.

A Report on the Valencia Community College Faculty/Staff Responses to the Community Impact Study, Institutional Services Report #78-79-5, November, 1978

All faculty, administration, and career service employees were surveyed to determine their opinions about Valencia.

A Report on Social Service Agency Responses to the Valencia Community College Community Impact Study, Institutional Services Report #78-79-4, November, 1978

Social Service agency directors were requested to assess the college's general service to the community and the college's effectiveness in meeting its objectives. Social service agencies were asked to make suggestions for meeting unmet educational needs in the district.

A Report on the Student Responses to the Valencia Community College Community Impact Study, Institutional Services Report #78-79-7, November, 1978

A sampling of full and part-time students were surveyed. Students were asked to rate the college's achievement of its specific objectives, their satisfaction with the instruction at Valencia, the impact of the college on their self worth, and the extent to which the college was helping them achieve their goals: personal, career, and academic. The students stated the five major reasons that they were influenced to attend Valencia as follows:

a. I can work while I go to school
b. The college has low cost
c. The campuses are conveniently located
d. I can live at home
e. The college offers courses I am interested in

Community Instructional Services Assessment Survey

In a cooperative activity with Orange and Osceola Counties, the college annually conducts the Community Instructional Services Assessment which is used as a basis for identifying the priority areas in offering continuing education courses in community instructional services.

Minutes of Coordinating Council of Orange and Osceola Counties and VCC

The Coordinating Council of Orange and Osceola Counties and Valencia Community College consists of the Orange County schools, the Osceola County schools, and Valencia Community College. The council meets monthly, and its chairmanship is rotated among the three member districts. The council is responsible for approving the development of new vocational and career programs in the district and providing a coordinated supporting role for vocational education.

Equal Access/Equal Opportunity Committee Minutes

Minutes of the EAEO Committee demonstrate the process by which needs and concerns relating to personnel development and issues are handled.

Equal Access/Equal Opportunity Plan

The EAEO Plan was developed based upon state goals for equal access and equal opportunity. The plan serves as a document which identifies needs in the area of affirmative action and equal opportunity. It is reviewed each six months by means of a progress report submitted to the State Monitoring Committee.

Individual Health-Related Program Accreditation Report

Accreditation reports for dental hygiene, registered nursing, and respiratory therapy are available. These reports address the individual health-related programs and present recommendations for their improvement. Accreditation is normally for a ten-year period.

Placement and Follow-Up Study for 1975-76 Selected Graduates, Institutional Services Report #77-78-1, May, 1978; and Placement and Follow-Up Report 1976-77, Institutional Services Report #77-78-4, August, 1978

The Placement and Follow-Up Reports of the college provide information on placement and program evaluation of graduates and substantial completers of the college's programs. The reports are prepared annually and distributed to managers and decision makers in the college.

Regional 19 Planning Guide, Orange County Public Schools, Osceola County Public Schools, Valencia Community College, September, 1977

The Regional 19 Planning Guide was completed in September, 1977, and addresses the needs assessment in the area of vocational education for Orange and Osceola counties. The report was compiled in cooperation with the Orange and Osceola County schools and represents an integrated look at vocational programs presently operating, and the needs in the vocational area over the next five years.

Section 504 Institutional Self-Evaluation of Valencia Community College, August, 1978

A self-study completed by a committee of Valencia staff on accessibility for handicapped persons to all programs and facilities of the college.

Southern Association of Colleges and Schools Accreditation Reports

The college prepares a self-study every ten years for presentation to the Southern Association of Colleges and Schools for accreditation. The report is updated every five years. Specific recommendations for improvement of the college programs are offered by visiting teams of the Southern Association of Colleges and Schools.

Student Characteristics

Student characteristics are compiled at the end of each major registration period and provided to the board of trustees in informational packets. They are also made available to personnel of the college to use in assessing trends and understanding what may be occcuring with changing student enrollment patterns.

EVALUATING COLLEGE PROGRAMS

Our program evaluation standard reads as follows:

> Valencia Community College shall periodically review programs and services through studies designed to determine effectiveness of outcomes. Such review should include the effective use of:
>
> a. program resources
> b. personnel resources
> c. placement and follow-up
> d. financial and facilities resources

The College Planning, Development, and Delivery Model contains a process line labeled Evaluation Process. (See Visual Two.) Institutional reserarch activities produce evaluation information in several areas that contribute to the evaluation process. For example, a report has just been completed on a year's experience in using the Initial English Assessment instrument. The information produced by this research will flow into the Development, Review, and Refinement Process and enable the communications faculty of the college and personnel working with the Personal Assessment and Goal Setting System to modify and review the programs as necessary. Additional areas of institutional research contributing to the evaluation process include research on basis skill achievement, grade studies, and age studies.

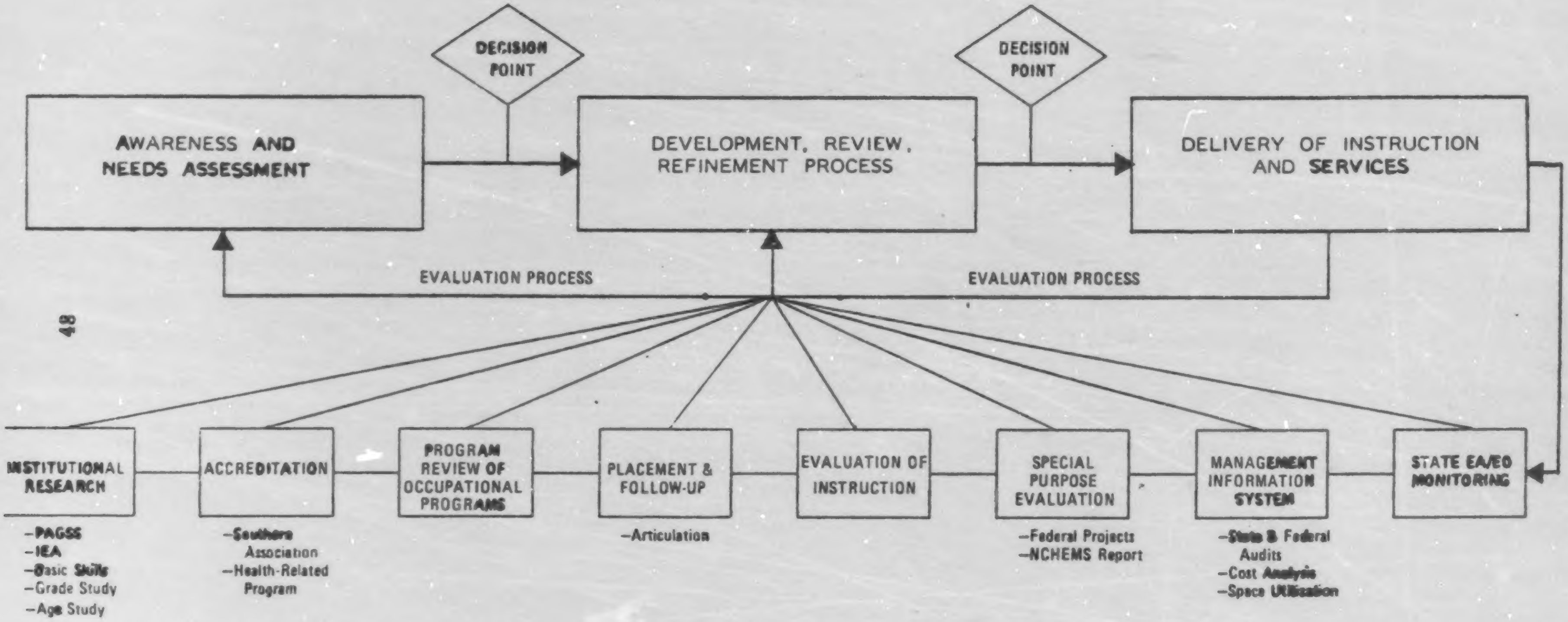
Accreditation processes at the college also provide opportunties for evaluation. The college is accredited by the Southern Association of Colleges and Schools in general, and health-related program agencies for its allied health programs. The accreditation reports provide opportunities for program improvement through evaluation statements by the professional organizations.

Program review of occupational programs by the Division of Vocational Education and the Division of Community Colleges provides an evaluation process for each of the career programs at the college. Placement and Follow-Up provides opportunity for evaluating the effectiveness of the college programs in placing students in jobs related to their major program of study and their goals. It also provides opportunities for articulation of programs among institutions in the college's service district.

Evaluation of instruction is conducted each semester when students complete evaluation forms on particular courses. These forms are shared with the instructors and their immediate supervisors and are used to refine courses of study at the college.

Special purpose evaluation may also be a part of the evaluation process and is represented by evaluations conducted for specially funded projects such as the Displaced Homemaker program. The NCHEMS reports also could be considered examples of special purpose evaluations.

COLLEGE PLANNING, DEVELOPMENT, AND DELIVERY MODEL



VISUAL TWO

The management information system at the college provides evaluation data in terms of state and federal audits, cost analysis reports, and space utilization reports. Another area of continuous evaluation is the state EAEO monitoring process which contributes to the evaluation process in terms of measuring the college's success in meeting EAEO goals.

A major system operating to provide evaluative information is the Placement and Follow-Up System of the College, described in Visual Three. The Placement and Follow-Up System at the college is a research and tracking system designed to measure students' attainment of their goals. The upper portion of the visual describes the Development, Review, and Refinement Process which occupied the center portion of the overall college model presented in Visual Two. At this point program objectives and competencies are identified and then the decision is made whether or not to implement them. Student choices are then made as to which programs to take and are evidenced in student registration. Program implementation occurs in the teaching of courses and classes, and other learning activities. Students either become program completers or noncompleters.

For both types of students the follow-up survey seeks to learn if they are employed, if they are continuing their education, if they have transferred to another institution, if they completed their goals, if they have temporarily interrupted their education, or other developments. This information is then analyzed and a process of validating objectives and competencies is done and suggestions for program improvements made. These fall into the Development, Review, and Refinement Process again and enable program managers and decision makers to make changes in programs as needed.

In summary, the evaluation process is an on-going activity which links the Awareness and Needs Assessment Component with the Development, Review and Refinement Process of the college. By providing good evaluation information, the planning decisions in terms of program development and program implementations are enhanced and the delivery of instruction and services to the community college should be equally enhanced.

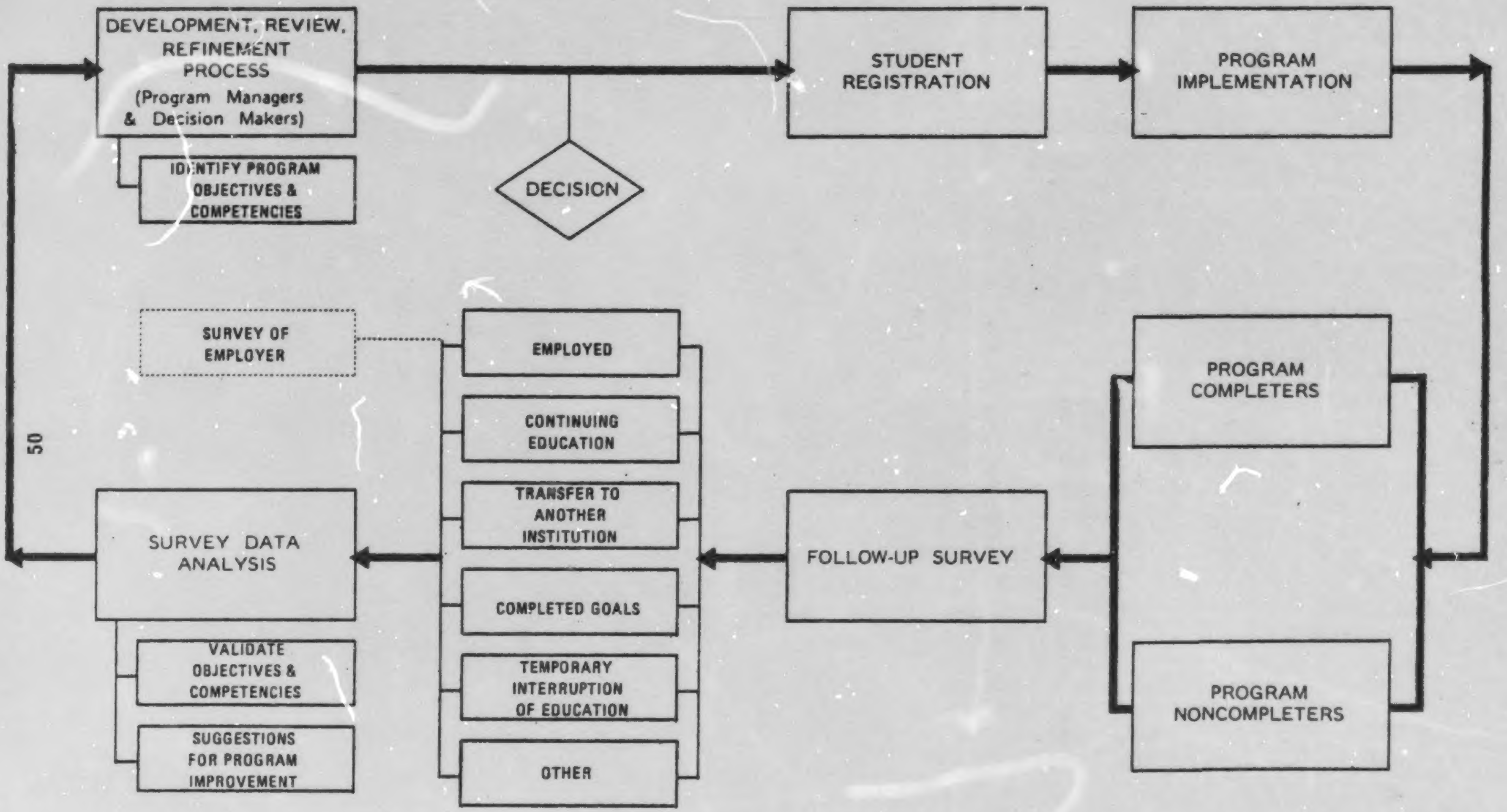
PLANNING FOR PERSONNEL DECISIONS AND EQUAL OPPORTUNITY

Our standards regarding Personnel Decisions and Equal Opportunity, read as follows:

> Valencia Community College shall provide a process by which decisions concerning personnel selection, development, evaluation, and retention are based on criteria related to performance.
>
> and
>
> The programs and services of the college shall afford equal opportunity for service without regard to race or color, ethnic background, religion, or sex.

Personnel decisions at Valencia Community College are a part of the planning system for the personnel resource management function of the college. Decisions within this area are interwoven with considerations for equal opportunity and affirmative action.

PLACEMENT & FOLLOW-UP SYSTEM


DEVELOPMENT, REVIEW, REFINEMENT PROCESS (Program Managers & Decision Makers)
IDENTIFY PROGRAM OBJECTIVES & COMPETENCIES
DECISION
STUDENT REGISTRATION
PROGRAM IMPLEMENTATION
PROGRAM COMPLETERS
PROGRAM NONCOMPLETERS
FOLLOW-UP SURVEY
EMPLOYED
CONTINUING EDUCATION
TRANSFER TO ANOTHER INSTITUTION
COMPLETED GOALS
TEMPORARY INTERRUPTION OF EDUCATION
OTHER
SURVEY OF EMPLOYER
SURVEY DATA ANALYSIS
VALIDATE OBJECTIVES & COMPETENCIES
SUGGESTIONS FOR PROGRAM IMPROVEMENT

VISUAL THREE

An example of the way in which equal opportunity impacts each accountability standard can be illustrated with the needs assessment standard. Facilities and programs needs have to be determined on an equal opportunity basis. For example, facility needs for the Learning Resource Center on the West Campus included careful consideration of handicapped accessibility. Recruitment and retention activities under the student goals area reflect a commitment on the part of the college to aggressively recruit minorities into the student body. The program plan of the college is concerned with equal opportunity in providing equal accessibility to all programs regardless of sex, race, or handicapped status. Program evaluation also is concerned with equal opportunities as different rates of completion are looked at in various programs.

Effective planning must recognize that personnel decisions are made in an extremely complex area. Personnel resource management is impacted by several different regulatory agencies. The Department of Labor is concerned with equal pay, age, veterans' rights, and child labor laws and regulations. The Office of Civil Rights contributes to the regulatory environment in the area of handicapped, race, and sex considerations. The Florida Human Relations Commission and its Orlando counterpart are concerned with age, race, and sex discrimination. The Public Employee Relations Commission (PERC) is concerned with labor relations within the college. The regional office of the Equal Employment Opportunity Commission in Miami regulates the college in terms of race and sex.

Additionally, Florida state agencies contribute to the regulatory environment in such diverse ways as retirement considerations, laws and regulations affecting personnel sick leave and annual leave, and teacher certification. Finally, the local board of trustees contributes to the regulatory environment with published policies and procedures such as grievance procedures for employees' complaints.

PERSONNEL RESOURCE MANAGEMENT

Personnel resource management at Valencia Community College can be conceptualized as two major processes: the Personnel Employment process and the Employee Development process.

The employment process can be conceptualized on a timeline which begins with the opening of the position and culminates with the appointment to the job by the Valencia Board of Trustees. Prior to the opening of a position, appropriate administrative authorization is required. Upon opening a position, advertising both within and outside the college occurs. Specific action is taken to ensure that equal opportunity and affirmative action considerations are made in recruitment. Applicants who have either applied to the college prior to the opening of the position or applied during the position's advertising period fall into the application process on the timeline. After the closing date a screening process takes place where existing and recent applications are reviewed and qualified applicants are identified for interviews.

Interviews occur at the next step and are conducted by the immediate supervisor or by a selection committee. Selection of finalists is done in the next step where a recommendation is made to the personnel office. The personnel office conducts verification and background checks, and given affirmative verification, an appropriate recommendation is made for appointment. The board of trustees acts on the recommendation for appointment at its normal monthly meetings.

Continuing the timeline model, once an applicant has been appointed by the board, he/she continues through the process of employee development. The employee development process may be viewed as four activities: orientation, training, evaluation, and retention. These four activities exist for administration, faculty, and career service employees of the college. Training activities range from tuition reimbursement to participation in the Curriculum and Instructional Development Center, to professional travel, and employee orientation.

Evaluation of employees ranges from a formal evaluation system for faculty and evaluation of instruction to informal systems for administrative and career service evaluation. Retention activities include continuing contracts for faculty after three years of satisfactory performance, promotional opportunities for all employees, and reclassification opportunities for all employees. Nonretention involves nonretention for disability, for retirement, or for termination either voluntary or involuntary.

I have attempted to discuss several key elements in planning and to show how we go about the planning process at Valencia Community College. We recognize that we have far to go in each of the elements discussed. We can and must improve our ability to plan. We and every college need to ask ourselves continuously:

1. How valid are our mission and goals both in the present and for the future?
2. How well do the programs of the college relate to the college's mission and goals?
3. How good is our management information system?
4. How effective is our system of evaluation and how directly does it feed back into our planning system?
5. How effectively do we plan for and utilize personnel resources?

To do otherwise is to subscribe to the Christopher Columbus theory of management planning: When he left he didn't know where he was going; when he got there he didn't know where he was; when he returned he didn't know where he had been; and he did it all on a federal grant!

The foregoing article was an address presented at the COMBASE conference on Community Colleges at the Crossroads: Planning for the Next Decade, held at The University of Michigan, March 8-9, 1979.

LONG-RANGE PLANNING
AT
WASHTENAW COMMUNITY COLLEGE

Gunder A. Myran

Long-range planning and annual planning are integral to the administrative process at Washtenaw Community College. Components of the long-range planning process at Washtenaw Community College can be summarized as follows:

LONG-RANGE PLANNING PROCESS

1. Data Base and Needs Assessment: The data base is formed by the compilation of available information on national, state, local, and college trends. The data base includes information on employment trends, demographic trends, socio-economic factors, and college enrollment trends. Community needs assessments add to this information base, and involve active interaction with community groups regarding their educational needs.

2. Planning Assumptions: Planning Assumptions are those implications for the College drawn from the data base and needs assessments. The assumptions should be reflective of the "knowns" and "unknowns" within which the College must operate during the plan period.

3. Updating of College Philosophy and Mission Statements: The College philosophy and mission statement represent the basic beliefs and purposes of Washtenaw Community College as an educational institution. These statements must be reviewed and updated so that they reflect changing community needs.

4. Long-Range Goals: Goals are defined as ends which the College strives to attain. Goals represent a series of decisions which together define what the college should become in the future.

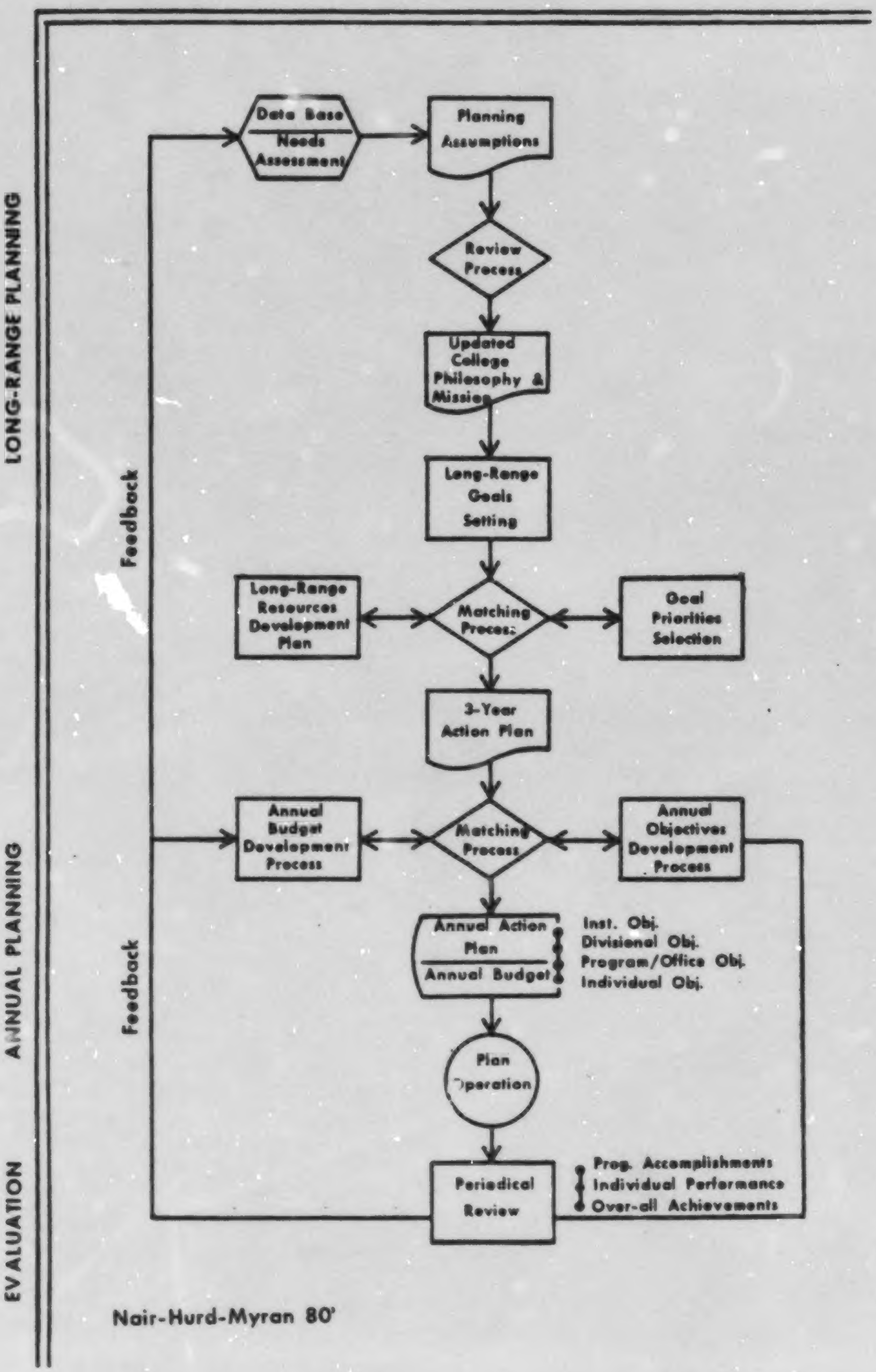
5. Long-Range Resources Development Plan: Availability of institutional resources — human, financial, and physical — must be determined for the implementation of long-range goals. A plan for the development of resources is drawn on the basis of available data and within political and statutory parameters.

6. Priorities Selection (Matching Process): Once the long-range goals are developed and the resource development plan is drawn, the next objective is to match the goals with the projected resource capabilities. The matching process results in the selection and determination of goal priorities for the plan period.

7. Long-Range Action Plan: The long-range action plan is the culmination of the long-range planning process. This action plan consists of three major components: (a) goal priorities for the plan period; (b) projected resource capabilities and (c) action plans and timetables for achieving goals.

A diagram which illustrates the long-range planning at Washtenaw Community College is presented on the following page.

WASHTENAW COMMUNITY COLLEGE
A COMPREHENSIVE PLANNING PROCESS MODEL



Nair-Hurd-Myran 80'

COPY AVAILABLE

Some features of the planning process at Washtenaw Community College include:

1. A long-range planning policy adopted by the Board of Trustees which requires regular updating of the long-range goals of the College.

2. A College Planning and Development Council made up of faculty members, administrators, clerical staff and custodial staff. This Council is the pivotal group in developing long-range institutional goals.

3. An annual planning process which involves establishing institutional, unit, and individual administrator plans each year on the basis of the College's long-range goals.

4. A "charette" process which involves meetings with student and community groups to obtain their views and concerns about the future of the College.

5. An institutional goals survey document which all staff members an opportunity to express themselves regarding tentative goal statements.

6. A day-long planning workshop conducted annually to finalize long-range goals to which all staff members are invited but which focuses on the College Planning and Development Council.

LONG-RANGE PLANNING THEMES

It may be helpful as a means of illustrating the long-range planning process to list Washtenaw Community College's long-range goals. The 1981-84 long-range goals of the College fall into four groupings. Each group of goals is represented by a major theme.

1. Reaching student groups: The College will provide counseling and informational services to potential students, and provide supportive services to students as they progress in their College programs. Specific goals are:

* To continue to develop a learning climate characterized by a commitment to knowledge and skills, subject mastery, and a warm, caring, concern for the personal development of each individual.

* To provide citizens with complete and accurate information about College programs.

* To reach potential student groups in the area through counseling services which emphasize career planning, life choices, and information on College programs.

* To assist high school students through career and academic counseling and articulation arrangements.

* To assist and support women students in entering occupational education programs which traditionally have had primarily male enrollment.

* To provide special financial aid, counseling, and other support services to low-income students, racial and ethnic minorities, and those with limited English-speaking abilities.

- To provide support services for handicapped students.

- To assist persons through individual and group counseling services at various life stages to adapt to changed life circumstances and to discover education resources which can further their personal development.

2. Program development: The College will create new or changed programs or services which maintain excellence and respond to the emerging needs of students. Specific goals are:

- To engage in a continuous program of curriculum review and development through careful planning.

- To develop instructional approaches which give students options as to time, place, and mode of learning, such as use of educational television, use of video cassettes and other media techniques, experiential learning, computer-assisted methods, "take home" courses, etc.

- To expand the system of open labs which permit students to learn at their own pace and at times convenient to them.

- To expand developmental programs which enable learners to attain reading, writing, and math skill levels needed to function effectively on the job, in College, and in other situations.

- To enhance transfer programs with Eastern Michigan University, The University of Michigan, and other baccalaureate institutions in both General Education and Occupational Education areas.

- To offer continuing education programs for professional and technical level employees in the Health occupations as well as other fields.

- To meet the needs of business, industry, and labor groups for in-service and job upgrading programs.

- To expand efforts, in collaboration with other community institutions and agencies, to provide educational services which address community problems such as economic development, poverty, family instability, services to retired persons, etc.

- To expand College course offerings and support services in extension centers throughout the College service area.

3. Program leadership and quality assurance: The College will set and maintain instructional and service standards, and create processes to review and improve the programs and services of the College. Specific goals are:

- To maintain an effective balance of occupational programs, transfer courses, and general education offerings which reflects the educational leadership role of the College.

- To continue to provide educational leadership through offering quality instruction which meets high standards in terms of quality of staff, program content, equipment, facilities, and placement.

- To develop, maintain and evaluate for all staff groups of the College a program of professional development or in-service education in addition to present sabbatical and conference attendance programs.

- To build strong relations with area employers through greater use of input from advisory committees, regular visits to businesses and industries by College personnel, and regular contact with personnel administrators and executives in area firms.

4. Staff communication and working relationships: Creating communication processes and working relations between staff groups which facilitate extensive information exchange and meaningful involvement in the affairs of the College. Specific goals are:

- To work continuously to improve communications among all College staff groups and between staff and students.

- To expand efforts to involve all staff groups in the governance of the College in areas of concern or interest to them.

- To create closer links between counselors and the teaching faculty to insure exchange of information on instructional programs and student needs.

ACADEMIC PLANNING IN MISSOURI'S KANSAS CITY METROPOLITAN COMMUNITY COLLEGE DISTRICT

Raymond N. Kieft
Director of Program Review and Evaluation
Colorado Commission on Higher Education

The Kansas City Metropolitan Community College District in Missouri is a 61-year-old system, currently consisting of four community colleges. The campuses are situated to provide maximum educational access to the one million residents of metropolitan Kansas City. Three colleges have permanent campuses: Penn Valley Community College, located near midtown; Longview Community College, located 20 miles to the south of midtown; and Maple Woods Community College, some 20 miles to the north. The fourth college, Pioneer Community College, utilizes various classroom locations throughout the four-county, 400-square-mile area and has no fixed base campus.

These four colleges, each with its own name, president, and distinctive characteristics, together enroll more than 15,000 FTE students. The colleges form a consortium that offers programs in the broad areas of liberal arts, vocational technology, and personal and social enrichment. Basic to these programs is the opportunity for students to correct educational deficiencies and to develop marketable occupational competencies in a changing society. The colleges openly state that they are oriented to student and community needs rather than institutional needs. Thus the established purpose of the Kansas City Metropolitan Community Colleges is to provide learning opportunities that will open to the area's citizens the kinds of experiences they need to enjoy full and productive lives.

A six-member Board of Trustees governs the District, each trustee a resident of the District. The Officers of the District are the four college presidents and three members of the central Chancellor's Office: Chancellor, Vice-Chancellor of Planning and Educational Services, and District Treasurer.

Full-time student enrollment was about 15,000 in 1976-77. There were 246 full-time and 251 part-time faculty. The student-faculty ratio for 1976-77 was 24:1, the average credit-hour load (annual) per FTE student was 29, the student credit hour average per FTE faculty (annual) was 725, and the average class size in the District was 25.

ACADEMIC PROGRAM AND ORGANIZATION

As a comprehensive community college district, the Kansas City Metropolitan Community Colleges (KCMCC) offer educational programs generally extending not more than two years beyond the high school level. Efforts are directed toward offering the following types of educational programs:

- Technological and Occupational Education. Designed to meet the increasing demand for technicians, semi-professional workers, and skilled craftsmen for employment in industry, business, the professions, and government.

- Transfer Education. Includes college freshman and sophomore courses in arts and sciences and preprofessional education that meet standards acceptable for transfer to baccalaureate-degree programs at four-year colleges and universities.

- Adult/Basic Education. Includes common knowledge, skills, and attitudes required by society and normally leads to the equivalent of a high school diploma.

- Adult/Continuing Education. Primarily describes retraining activities, both vocational and avocational.

- Community Education. Involves those portions of community-services programs that deliver courses, credit or noncredit, to various segments of the community.

- Developmental Education. Offered to prepare individuals for admission to an occupational or transfer curriculum.

Since the academic structure of the District involves four somewhat autonomous colleges and a central Chancellor's Office, the responsibilities and authority for academic programs are shared between the colleges and the Chancellor's Office, with recognition of different decisionmaking functions. It is the District's responsibility to provide an overall, comprehensive program of education and services suitable for all segments of the District population and to assure that these offerings meet individual and community needs. The colleges, on the other hand, have responsibility for developing and operating all educational programs and services in their service areas.

Accordingly, decisions are made at the District level when (a) the proposed action or implied result of the decision requires either the Board's or the Chancellor's approval, (b) the decision requires total District resources to implement, (c) the decision is related to the legal responsibilities of the District, or (d) the decision would yield efficiences through systemwide implementation — for example, Central Computer Service. All other decisions are made at the college level.

Key respnsibilities for each management element in the District are listed below.

For the Chancellor (as chief executive officer of the Board):

1. Goal-setting for the District, in accordance with the five-year Master Plan.
2. Evaluation of all programs and services.
3. Development of new programs and services (districtwide).
4. Community and governmental relations (districtwide).
5. Certain centralized support services for the consortium of colleges.
6. Establishment of districtwide performance standards and systems in areas such as plant operations and maintenance, security and safety, financial aids, information systems, program review process, internal audits, and communications systems.

For each President:

1. The operation of all educational programs and services.
2. Goal-setting for the college.
3. Evaluation of the teaching/learning process.
4. Support services for college departments.

College academic matters are addressed according to each college's particular academic planning process. Proposals for new programs are addressed according to the districtwide planning process, which extends from the processes of the colleges.

HISTORY AND DESIGN OF ACADEMIC PLANNING AT KCMCC

Long-range planning, and specifically academic planning, has been evolving on a yearly basis since 1974. The intent of the academic planning process is to provide guidelines for continuous development of the academic program well into the future. Until spring 1977, the Master Plan constituted a 10-year projection of District operations. In light of the rapid change occurring in postsecondary education, the 1977 Master Plan update will describe a five-year projection. The design of the process of academic planning is annual and cyclical, beginning around April of each calendar year and ending in December of that year. By planning on a calendar, the annual process is made to end at about the time budget preparations begin for the next fiscal year. The general purpose of the annual supplemental plan is to update the existing Master Plan, making certain that it remains current and vitalizes continued growth of the KCMCC. The specific purposes of the annual supplement:

1. To add new information that bears relevance to any part of the current Master Plan.
2. To revise data from the Master Plan that are no longer pertinent due to changing conditions.
3. To clarify sections of the Master Plan that have shown such a need in their continued use during the past year.
4. To explore new directions in which long-range planning is necessary.
5. To extend appropriate elements of the plan one year forward.

The process is therefore an annual, "rolling" planning process, in which each year an additoinal year is added to the planning horizon of the five-year Master Plan. This annual, rolling planning process is depicted on page 69.

The planning process is coordinated by the Vice-Chancellor for Planning and Educational Services, who is directly responsible to the Chancellor of the District. The Vice-Chancellor for Planning and Educational Services has no line responsibility for th collges or college personnel. The basic responsibilities of the Vice-Chancellor in this regard are specified by a District Regulation, which states:

The Vice-Chancellor, Planning and Educational Services, will be responsible for developing and updating on an annual basis a District Master Plan. This Master Plan will include, as a minimum, the following components:

(a) Philosophy
(b) Mission
(c) Goals
(d) Systemwide Measurable Objectives
(e) Educational Services
(f) Fiscal Plan
(g) Facilities
(h) Teaching System
(i) Staffing Parameters
(j) Enrollment Projections
(k) Student Services
(l) Priorities

The Vice-Chancellor, Planning and Educational Services, will report annually to the Chancellor on the progress the District is making with respect to the District Master Plan.

MAJOR COMPONENTS OF THE MASTER PLAN

As had been noted, academic planning in the KCMCC District is accomplished in the context of a comprehensive Master Plan that is updated annually through the development of a supplement to the Master Plan. The Master Plan is comprehensive and attempts to integrate academic, fiscal, and physical planning effectively and to facilitate efficient resource allocation. Academic planning efforts are focused in the first three parts of the Master Plan, whose seven parts are briefly described below.

Part A: The Education Plan 1977-81

The education Plan component of the Master Plan will deal with the specific goals and objectives of the District as they relate to meeting the educational needs of the community through 1985. Included will be the implications of the results of occupational and community needs assessments, meetings with civic and special-interest groups, research into new teaching and learning methods and analysis of the maximum itilization of facilities and equipment.

Part B: Student Enrollment and Curriculum Goals 1977-81

This component will yield projected student enrollments which are based on available data and will reflect estimated impact of new curriculums, facilities, and learning systems.

Part C: Staffing and Learning System Requirements 1977-81

Instructional staffing requirements will be developed from proposed curriculum and enrollment projections as well as learning systems that may be employed.

Part D: Facility Requirements 1977-81

Facility needs of the District will be based on requirements for space as developed in Parts A-C above. In addition, the principle of providing the total community equal access to the educational programs and facilities of the District will be reflected in the report. This component will also examine the cost of building the facilities which are projected in this report.

Part E: Fiscal Plan 1977-81

The fiscal plan will draw together the dollar implications of the Master Plan and present alternate methods of meeting these estimated expenditures.

Part F: The Master Plan--An Overview 1977-81

The overview of the Master Plan will bring together the four previous components — enrollment, staffing, facilities, and fiscal support — in a critical-path format, so that progress can be measured against the specific goals and objectives agreed to in the Educational Plan. Methods of evaluation and annual updating of the Master Plan will be included as essential elements of this ongoing planning process.

Part G: Appendix

The Appendix will include all relevant backup material for the conclusions reached in the components A-F on the preceding pages.

THE PROCESS AND THE CALENDAR FOR PLANNING

The responsibility of developing and updating a Master Plan is assigned by District Regulation to the Vice-Chancellor for Planning and Educational Services. The regulation further specifies minimal components of the plan, as described previously in this report.

To ensure adequate attention to each component on a district-wide basis and to provide for maximum input from the colleges, a Master Plan advisory committee is appointed to work with the Vice-Chancellor for Planning and Educational Services during the planning process. The Division of Planning and Educational Services writes draft documents on each component of the plan. The advisory committee reviews each document and makes recommendations for revisions. The draft documents are then reviewed internally in the Chancellor's office and externally on each college campus and in the District Academic Senate.

Included in the master planning process, after the campus and Senate hearings and rewriting of each chapter and before the submission of the total plan to the Board of Trustees, is an additional process, called charrette. Charrette is the term used by Tadlock and Associates for an intensive, group-oriented planning and developing process involving representatives of all areas of the college community. The objectives of the charrette, which lasts two days and involves more than 50 persons, are to put together a draft of the Master Plan for final approval and to write an executive summary for publication.

Participants, including faculty, students, staff, administration, Trustees, and consultants, are provided copies of all chapters of the plan well in advance of the charrette. In addition, other materials are provided, such as detailed demographic data of the District population, a history of the development of the college district, a statistical profile of the current condition of the District (including an up-to-date organizational chart), and a comprehensive bibliography related to the objectives of the charrette.

In addition to the specific goal of finalizing the Master Plan, the charrette is used as a setting to:

1. Evaluate the process used in developing a Master Plan.
2. Establish the proper format for the official Master Plan document.
3. Determine agreement on the proper function of the Master Plan within the management system of the District.
4. Identify areas of concern not included in the current document.
5. Set priorities for the next year's updating of the Master Plan.
6. Make recommendations related to the process of long-range planning and short-term goals.

Once the official document of the Master Plan has Board approval, all responsible segments of the District community have the task of measuring and analyzing progress pertaining to the accomplishment of the outcome statements which are the "action-instruction" parts of the plan.

In order to deliver the Master Plan to the Board of Trustees on time, the foregoing process must adhere to a firm timetable. A typical calendar of events would be as follows:

April and May:

- Master Plan advisory committee established
- Provide committee with necessary study materials
- Subcommittee appointments and assignments
- Determine research needs which the Division of Planning and Educational Services must pursue

June, July, and August:

- Subcommittee meetings
- Conduct research projects

September and October:

- Chapter revisions written by the Division of Planning and Educational Services with the advice of the Master Plan advisory committee

November:

- Review by Chancellor's Office
- College hearings
- Academic Senate hearings

December:

- Charrette
- Final rewrite
- Lodge with Board of Trustees

January:

- Board of Trustees approval

PLANNING MATERIALS

Each of the four colleges uses materials appropriate to its own internal planning process. Consequently, those materials are not included in this case study of District-level planning, However, all colleges do utilize a common planning form that serves specific college needs as well as districtwide planning needs. The form deals with proposals for new programs, applications for new or expanded vocational educational programs, the acquiring of curriculum approval, and the procedures for submitting new programs to the State Coordinating Board.

This New Educational Program Request form is prepared by the District office and enables the necessary program information to be gathered and analyzed in a single request form.

CURRICULUM APPROVAL

In accordance with Board Policy and the District regulation on curriculum approval, all new programs to be considered for implementation in the District colleges, initiated at either the college or district level, will be processed according to the following proposed District procedure.

I. Feasibility Study Request

The Presidents or the Chancellor may request, by memo to the Vice-Chancellor, Planning and Development, that the Division of Planning and Development conduct a feasibility study of the proposed new program. If a new program has been developed by a college, request for review will be in accordance with Section VII.

A. "New program" is defined as an occupational program leading to an Associate in Applied Science degree or certificate, or a preprofessional transfer program leading to a new degree.

1. Request by Presidents may be in response to interest expressed in developing a program by a faculty member, a department chairman, or a member of the community.
2. Request will include name and brief description of proposed program, objectives of program, type of degree or certificate to be awarded, identification of persons interested in program, reason for desiring program, and estimate of additional facilities needed, if any.

B. Feasibility studies may be initiated internally by Division of Planning and Development when analysis of research indicates a possible need for a new program.

II. Feasibility Study

The Vice-Chancellor will direct the Division of Planning and Development to undertake a feasibility study of the proposed program, including the following activities.

A. Appointment of Temporary Advisory Committee — Individuals representative of the employment area related to the proposed program and/or representative of institutions offering such a program will be asked to serve in an advisory capacity to provide assistance with job market analysis and determination of acceptability of proposed program.

B. Job Market Analysis -- A thorough study of employment opportunities and trends, both local and national, will be conducted, based on such sources as:

1. Bureau of Labor Statistics.
2. Occupational Outlook Handbook.
3. Reports of consulting firms with whom the District has had contracts; e.g., A.D. Little, Inc.; Tadlock and Associates.
4. Reports of professional organizations in the field and requests to professional organizations for opinions and employment projections.

5. Survey of appropriate employers in the Kansas City area carried out by telephone, written questionnaire, and personal interview to determine specific projections for number of positions through a 5-10 year period, entry salaries, and average earnings.
6. MOTIS Report (Missouri Occupational Training Information System).
7. Other community colleges across nation which offer similar programs.
8. Chambers of Commerce.

C. Survey of Existing Programs to Establish Geographic Need -- A thorough check of other community and junior colleges in the Greater Kansas City area, proprietary schools, and four-year institutions (if applicable) will be made to determine degree to which need filled by the proposed program is already being met.

D. Determination of Acceptability for Transfer — If the proposed program leads to a transfer degree, a preliminary check will be made with four-year institutions to determine acceptability of freshman-sophomore level courses in appropriate upper division majors.

1. Contacts will be made with department chairmen or deans of appropriate schools in major institutions to which our students do transfer: University of Missouri-Kansas City, University of Missouri-Columbia, Avila, Rockhurst, Park College, Central Missouri State University, Southwest Missouri State University, University of Kansas, Kansas City University-Manhattan.

E. Determination of Degree of Student Interest -- A survey of appropriate populations will be made to provide an estimate of possible enrollment in the proposed program.

1. Existing interest surveys and needs assessments will be examined.
2. Questionnaires will be administered to a random sample of currently enrolled students, both full-time and part-time, day and evening, credit and non-credit.
3. If possible, high school students and adult members of the community will be surveyed.

F. Determination of Availability of Facilities -- A thorough check of existing facilities, both on campus and in community, will be made.

1. If program requires clinical facilities for practicums or locations for internships, available resources will be located.

2. If existing facilities for on-campus program are not adequate, the possibility of leasing facilities will be investigated.

G. Report of Feasibility Study — If results of feasibility study are negative, a report will be made to persons placing request with the recommendation that program not be developed. If results are positive, Division of Planning and Development will proceed to Step III.

III. Permanent Advisory Committee Selection and Approval

In consultation with persons requesting the proposed program and with members of the temporary advisory committee, a permanent advisory committee will be established, subject to the provisions of District Regulation 2.0003 DR, "Program Advisory Committees."

A. If proposed program is occupational, members of advisory committee should be representative of the following groups:

1. Persons employed and those responsible for employment in the occupation for which the program will prepare employees.
2. Persons in decision-making positions of the occupation who may be able to provide facilities, internships, or cooperative work experience.
3. Members of professional organizations related to the occupation.

B. Faculty members who have expertise in the occupation under consideration.

C. If a proposed program is a preprofessional transfer program or a transfer program leading to a new degree, members of the advisory committee should be selected from the following groups:

1. Department chairmen of appropriate transfer institutions.
2. Instructors from community colleges with similar programs or from transfer institutions in which major is offered.
3. Employed professionals (other than teachers) who majored in proposed program area.

IV. Curriculum Development and Review

The Division of Planning and Development will coordinate the development of an appropriate curriculum for the proposed program.

A. Curriculum outline, performance objectives, and syllabi of new courses required for the program will be developed by appropriate deans, department chairmen and instructors, with the assistance of the new advisory committee.

B. New courses will be presented to appropriate College Instructional Committee(s) for their review and appropriate action.

V. Budget Considerations — Staff and Equipment

Budgets will be prepared and sources of funds identified.

A. The Division of Planning and Development will, in consultation with the advisory committee and the appropriate college or district personnel, prepare a budget for staff and equipment cost of new program.

1. Budget will include all start-up costs and costs for the first year of the program's operation.
2. Budget will also include projected five-year cost.

B. The Division of Planning and Development will investigate external sources of financial support for the proposed program.

1. If program is occupational, the portion of cost available through state vocational funds will be determined.
2. Possible government or foundation grants will be investigated.

VI. Facility Needs

In consultation with the advisory committee and appropriate college personnel, a determination of facilities needed will be made by the Division of Planning and Development.

A. If adequate facilities are not available on campus, the Division of Planning and Development will determine cost of facilities and commitment of District to provide them.

B. If program requires use of leased facilities, terms of contract will be determined and District legal counsel consulted for tentative approval.

VII. Program Proposals Developed by a College

All program proposals developed by a college will be submitted to the Division of Planning and Development for review and recommendation to the Chancellor's Cabinet.

(a) The proposals will be submitted on the appropriate forms.
(b) The proposals will be subject to the analysis described in Sections I-VI above.

All proposals submitted to the Division of Planning and Development will be submitted to the Chancellor's Cabinet with appropriate recommendations.

VIII. Proposal Submitted to Chancellor's Cabinet and to Academic Senate

A proposal including program outline, course descriptions, budget and availability of facilities, and timetable will be presented to the Chancellor's Cabinet and the Academic Senate for comments and suggestions.

A. If start-up or seed money is required to initiate the program, a "New Educational Program Request" signed by the appropriate president(s) will be presented to the Chancellor's Cabinet.

B. Action taken on the comments and suggestions made by the Chancellor's Cabinet and/or the Academic Senate will be reported to the Cabinet and the Senate for their information and further response if so desired.

IX. Approval by Chancellor

If the proposed program is recommended by the Chancellor's Cabinet, the program will be submitted to the Chancellor for his approval.

X. Approval by State Bodies

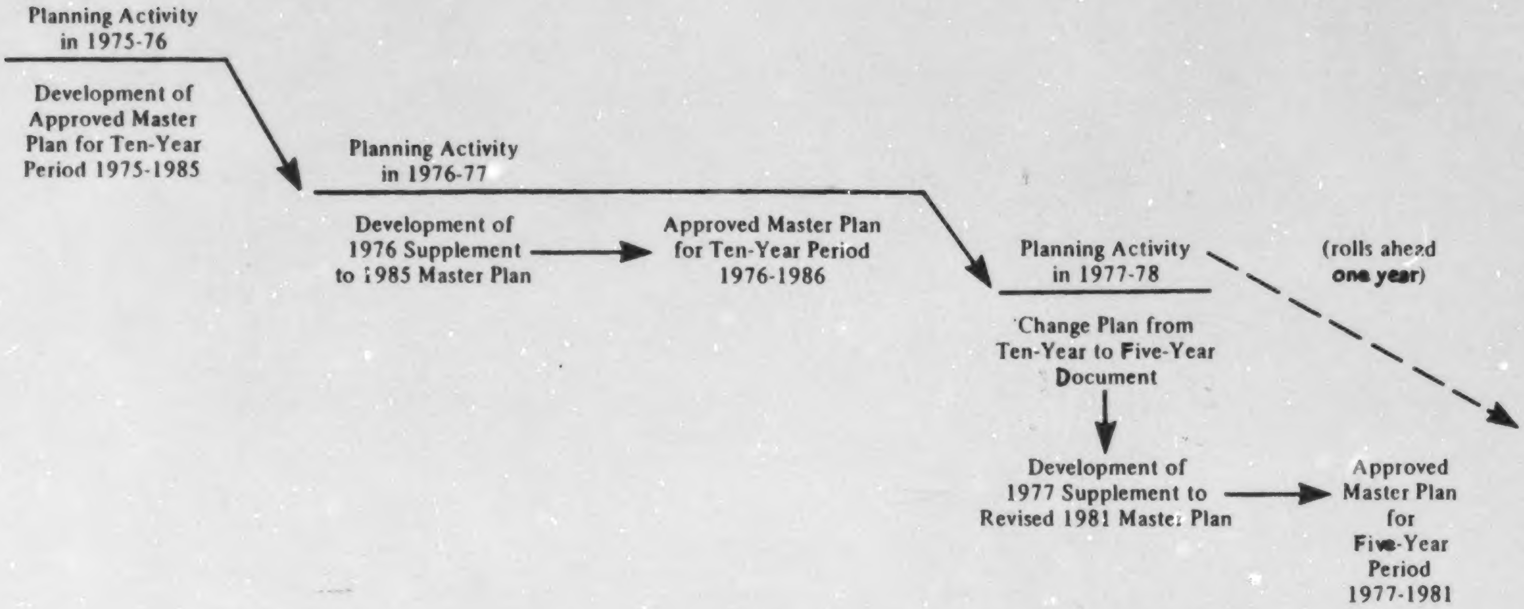
New programs approved by the Board of Trustees will be submitted by the Vice-Chancellor, Planning and Development, to the appropriate state bodies.

A. Occupational programs will be submitted to the Director of Career and Adult Education, State Department of Education, in accordance with the procedure outlined in *Handbook of Vocational Education*, 1974.

B. All new programs will be submitted for approval to the Coordinating Board for Higher Education in accordance with the procedure outlined for baccalaureate degree programs in Appendix A of *Second Plan for Coordination of Higher Education in Missouri for the 70's*.

The foregoing article is reprinted by permission, from Raymond N. Kieft, *Academic Planning: Four Institutional Case Studies*. Boulder, Colorado: National Center for Higher Education Management Systems, 1978.

ANNUAL ROLLING PLANNING PROCESS


Planning Activity in 1975-76
Development of Approved Master Plan for Ten-Year Period 1975-1985
Planning Activity in 1976-77
Development of 1976 Supplement to 1985 Master Plan
Approved Master Plan for Ten-Year Period 1976-1986
Planning Activity in 1977-78
(rolls ahead one year)
Change Plan from Ten-Year to Five-Year Document
Development of 1977 Supplement to Revised 1981 Master Plan
Approved Master Plan for Five-Year Period 1977-1981

BEST COPY AVAILABLE

NEW EDUCATIONAL PROGRAM REQUEST

Institution(s) ______________________________

Department(s) ______________________________

I. PROGRAM DESCRIPTION:

II. SEMESTER BY SEMESTER SUGGESTED COURSES:

III. CATALOG DESCRIPTION OF NEW COURSES:

IV. RATIONALE:

A. Outcomes for Institutions, Students, and Faculty:

B. Degree of Student Interest:

C. Transferability to Four-Year Institutions:

D. Job Market Analysis:

V. TIMETABLE FOR IMPLEMENTING PROGRAM (Dates and Institutions):

VI. EVALUATION (Methods To Be Used):

VII. FACILITIES AND EQUIPMENT:

A. Existing:

B. Needed:

VIII. FACULTY AND STAFF:

A. Existing:

B. Needed:

LONG-RANGE PLANNING — AND PREPLANNING: THE SCHOOLCRAFT COLLEGE EXPERIENCE

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and

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The actions of Schoolcraft College in initiating long range planning provide some insights into the necessity of preplanning several crucial factors. In 1979, members of the Board of Trustees committed the institution and the President to long range planning. The President, along with the executive staff, was to give primary direction to the process until it became operational. The President drew up a planning model and presented it to the Board in November, 1979. The President and key staff members became involved in a review of planning literature, as well as in internal planning workshops and seminars led by an outside consultant. A Long Range Planning Steering Committee which included two Board members, three faculty members, four administrators, and the President as Chair was "not set up to do a great deal of work but to review, monitor and guide the planning process."

A review and redraft of the Mission statement was completed by April, 1980. That spring, the committee, along with the total administrative staff, began identifying historical and future trends affecting Schoolcraft College; this led to the development of seven scenarios with the help of a consultant during two days in July, 1980. The Director of Instructional Research at Schoolcraft College completed work on an institutional profile as a data base by August, 1980. The revision of the Mission, the development of the scenarios and the compilation of an Institutional Profile completed Phase I of the planning model.

In August, 1980, the President sent out a request to the executive staff, Board members, and faculty asking for sample goal statements to be considered by a 23-person College Goals Committee which would begin work in September. Another consultant was brought on campus in the fall to delineate the goal writing process, and he met with the President and executives, who then presented information to the Steering and Goals Committees. Committee actions to develop the goals were affected by a lack of consensus among members and by a labor dispute at the College. The development of goals took nine months (August-April) as opposed to the three to four months originally charted. In April, 1981, the Board approved 19 broad goal statements. The administrators in each division were asked to develop, in conjunction with other administrators, a set of divisional objectives, which would be subsumed under the 19 goals. By fall, 1981, these sets of divisional goals were completed and some departments/offices, especially those in the instructional areas, began writing short range (semester) objectives. However, the major mover in this planning process, the President, resigned in June, 1981, to take another position.

The new President took office in September 1981. He restaffed the Long Range Planning Committee with people of vision and dreams who might take what had been accomplished and develop more specific processes and statements. The Dean of Instruction was appointed the Chair of the restaffed Long Range Planning Committee. The 11-member committee consists of mid-managers and faculty in addition to the Dean and a research assistant.

The Dean and the research assistant worked together in describing the long range planning efforts to date, recompiling in draft form the 19 goals into six institutional goals, combining the divisional objectives into institutional objectives, proposing the role and duties of the Long Range Planning Committee, and reworking the model to show what the committee would do, how the Long Range Planning Committee and plans fit into the institution and its management structure, and a time-table. A new planning process chart shows the actions of the committee, the decision making actions of others in the institution in interacting with the committee, and a time frame, thus combining elements of a flow chart, organizational chart and time table.

These "draft" proposals were reviewed by the President. Then the President, Dean and assistant presented the long range planning philosophy and revised process to the committee at its first meeting on November 9, 1981. The planning process incorporates past efforts (mission redefinition, scenario development, institutional profile information, goal and objective development) with present directions. It allows for continuity and flexibility, and most importantly, for immediate actions to operationalize planning. In November, the President addressed the faculty regarding his strategic goals, and these have been incorporated into the institutional goals and objectives.

The committee reached consensus on the planning system model. In December, they worked diligently to foresee the implications of recent North Central Review recommendations, the President's desired goals for the college, and local, state and regional economic and social trends. The major concerns which surfaced were developed into institutional objectives. A Community Needs Assessment provided valuable strategic information regarding the perceptions and desires of current students, alumni, district residents, businesses, agencies, and local institutions, and Schoolcraft staff.

The Needs Assesment was completed in January and thus its recommendations were considered in this year's planning more as support for what had already been developed rather than as new directions in themselves. Indeed, the Long Range Planning Committee's last December meeting was a hurried discussion of priorities in order to complete a total outline of the plan for distribution to faculty and staff with their December paychecks. A cover memo accompanied the outlined plan, explaining to faculty that they were now to develop one-year departmental objectives in support of accomplishment of the institutional goals and objectives.

Nine notebooks containing detailed information on the Long Range Planning Committee and process were distributed throughout the college as a means of providing easy access to information for all faculty and staff regarding planning. At the Faculty Professional Day on January 6, faculty were asked to develop departmental objectives. The Dean and research assistant met with Vice Presidents of Student Affairs and of Business Affairs to explain that objectives were also desired from those areas of the College.

The desire for flexibility in the process and the plan has been an underlying theme at Schoolcraft for several reasons. Trying to redirect an already begun process was one reason. The desire of faculty and administrators to avoid committing themselves to unreachable goals was another. Further, Michigan's poor economic situation and several Executive Orders from the Governor have already decreased the state funds available. And the Schoolcraft planners were already frustrated over the unavailability of data when needed, and departmental and office objectives not being developed on schedule. By the middle of March, all areas of the college had submitted to the Long Range Planning Committee their objectives for next year.

During April, 1982, the Long Range Planning Committee will review all objectives and recommendations and submit their recommended Plan to the Budget Advisory Committee and Cabinet. Decisions will be made on priorities and funding, areas with overlapping objectives will be clarified, and the Plan published and distributed. The current planning model will be expanded to provide for a continuing cycle of data review and objective development, implementation and evaluation. Objectives developed by departments and offices will be operationalized next fall, while the institutional goals and objectives will guide the departments for approximately three to five years.

Schoolcraft's experiences provide two insights concerning long range planning. First, the difficulty of establishing a long range planning process within one year. Information is not always available when needed, and other in-place management processes and procedures must be coordinated and fitted into a new system. Second, pre-planning decisions (process, procedures, participation, etc.) are very political in nature and must fit the specific directions, operations, and structures of an institution. Communication and commitment are keys to the process and the operationalization of planning.

III. ABSTRACTS OF RELATED BOOKS, MONOGRAPHS AND ARTICLES

ABSTRACTS OF RELATED BOOKS, MONOGRAPHS AND ARTICLES

Douglas Kelley

The summaries presented on the following pages — alphabetically by author — are intended to call to the reader's attention some of the recent books, monographs and articles which have presented ideas and information helpful to those concerned with strategic decision making in community colleges.

In the writer's experience annotated bibliographies often present too little information about content, particularly when the reader is a hurried administrator. Thus the reviewer has tried to present a content summary long enough to provide the reader more help in determining which publications are most relevant to his or her needs. Directly quoted passages have usually been chosen in preference to paraphrasing.

Clearly, the size, skills and sophistication of the planning staff and the degree of importance attached to the planning process vary widely from one two-year college to another. Authors of the publications reviewed here have emphasized that other important variables include:

* The extent to which the planning process includes environmentally-focused, change-oriented strategic planning in addition to the more traditional allocative planning, which is concerned with proper distribution of college resources according to existing goals and programs of the college. The contrast is between the allocative dividing up of the pie and the strategic effort to enlarge the pie and/or to add new products to the bakery's line. (See the summary of Max R. Raines' Developing Constituency Programs in Community Colleges, pages 103-105).

* The extent to which the planning process emphasizes bottom-up participation of college faculty and staff (to benefit from their information, their understanding of issues, their ideas, and their potentially greater commitment to goals and objectives they have helped formulate) or top-down leadership by college executives (to enable them to seize promising opportunities for innovative programming even when such innovation lacks the full understanding and support of college faculty and staff, and may not be in the self-interest of some of them). Ideally, a community college planning process should make adequate provision for faculty and staff participation and for protecting top leadership's flexibility in introducing and experimentally funding new ideas.

* The extent to which planning includes more or less continuous use of a variety of needs assessing and other environmental scanning methods. The high priority given to these activities in well-led community colleges is a major distinction between planning efforts of such colleges and those of most four-year colleges and universities. Writings of James F. Gollattscheck and of Max Tadlock have emphasized the importance of achieving frequent input from representatives of organizations and from individuals in each of the college's major external constituencies.

* The extent to which planning is directly linked to implementation via the budgetary process, thus preventing planning from acquiring a bad name as an academic exercise removed from reality.

Richard L. Alfred, "1980s: A Decade of Decision for Community Colleges." Community College Frontiers, Summer 1979, pp. 23-26.

Alfred's objective in this article was "to describe the medium in which the management of community colleges currently operates — one which includes heavy involvement in administration rather than leadership, deep involvement in management of operations as opposed to long-range planning, and a failure to identify key issues that suggest different directions for the institution. Management must be able to provide the means by which an institution can organize itself to achieve important goals. It cannot function in isolation; therefore the concern must be with ultimate goals and purposes — those which can only be met through strategic management."

"The evidence presented in recent studies in management science points to a need for change in two levels of management to provide leadership for institutions undergoing transformation. The first involves a change in orientation of the chief executive to develop a management style based on leadership rather than control. The second involves a change in the responsibilities of staff to encourage autonomous decision-making.... The objective of these changes is to divide management into two dimensions —strategic and operational — and... to maximize the capacity of administrators to lead by delegating decision-making responsibility to staff, thereby freeing key managers to address the tasks of strategic management." (p. 24)

"Three conditions are now beginning to emerge that will pose serious challenges to community college management in the '80s: 1) a condition of fiscal uncertainty... 2) a movement toward control and coordination on the part of state agencies... 3) a leadership climate that will impose severe pressures on administrators to protect the integrity of the college against the competing aims of faculty, staff, and outside groups. Most damaging will be the actions of staff who, if faced with retrenchment, may attempt to redirect the aims of the college to serve purely personal ends. It will not be possible for our colleges to respond to these conditions without... organization for strategic management .... Administrators... need to be aware of the fact that there is a difference between management and leadershp and that at present there is a lack of leadership directed toward the critical issues." (p. 25)

"Here are some issues that require our attention:

1) What is the position of the two-year college in the struggle for public resources?...
2) What are the cost benefits of two-year college programs and services?...
3) In a period of declining resources, what happens to youth and older adults who cannot attend college because of the cap on enrollments produced by dwindling budgets?...
4) What are the costs to state and local agencies of post-secondary education programs conducted in institutions other than two-year colleges... and how do two-year colleges stack up in comparison?
5) Do community colleges perform a 'social control' function for the community by absorbing individuals into educational programs who might otherwise have no opportunities for career and social development?...
6) What are the economic and political impacts of community college programs on the community, and how can these impacts be measured?..."

"It is an axiom of management that to be effective an institution must have clearly stated purposes and generally understood objectives that can be translated into precise goals against which performance can be measured. What is proposed here is a second axiom: To successfully respond to the issues that impinge on its operation, an institution must have managers with conceptual skills who can remove undesirable management rigidities as they arise." (p. 26)

Author Alfred: then Executive Assistant to the President and Director of Planning, Research and Developmant at New York City Community College; now Professor in the Center for the Study of Higher Education, The University of Michigan, Ann Arbor.

A. Rodney Allbright, "Institutional Planning and Budgeting — A Team Approach." Community College Review, 7-2, Fall 1979, pp. 30-35.

The college's president describes a planning and budgeting system "which has brought significant improvements in the college's fiscal management capabilities," at Alvin Community College, in Texas. Notable features:

"The budgetary planning function is assigned to the Dean of Research, Planning and Development. The budgetary accounting function is assigned to the Dean of Financial and Administrative Services."

"The college formulates and reviews annually its goals and program objectives for the following year. This is performed simultaneously with a review of the five year, long-range plans."

"Institutional planning and management by objectives ultimately involve all college personnel to some extent. This is accomplished by obtaining from every organizational unit at the college a statement of both short-range and long-range goals and objectives with its budgetary requests in December of each year." (pp. 31-32)

"Next year's budget in draft form gets one complete week of review in segments of thirty minutes per each organizational unit (including all instructional departments). The three deans, and the appropriate associate dean, director, and department chairperson discuss each department's or organizational unit's budget, goals, and objectives for the following year while giving some attention to long-range planning." (p. 33)

Author Allbright: President of Alvin Community College, Alvin, Texas.

Steven Van Ausdle, Comprehensive Institutional Planning in Two-Year Colleges. Volume I.: An Overview and Conceptual Framework. Columbus, Ohio: The National Center for Research in Vocational Education, 1980. 53pp.

__________________, Comprehensive Institutional Planning in Two-Year Colleges. Volume II.: A Planning Process and Case Study. Columbus, Ohio: The National Center for Research in Vocational Education, 1980. 79pp.

In volume I Van Ausdle summarizes current societal trends, and higher education planning literature. He discusses six Prerequisite Conditions for Effective Planning (Secure executive leadership and commitment; plan to plan; make provisions for staff time and expertise; develop clearly defined planning procedures and a schedule; make provisions for broad participation; and integrate institutional with state system-level planning), and ten Essential Requirements of an Effective Planning Process:

1. Planning should not be separated from decision making.
2. Planning should be both short- and long-range.
3. Planning must result in a budget.
4. Planning requires a clear definition and understanding of institutional mission, aims, and goals.
5. Planning requires cooperation between different levels in the hierarchy.
6. The planning process should emphasize working papers, not a printed final document.
7. Planning must be information-based.
8. Planning requires the development of institutional priorities.
9. Planning should provide a means for pruning and deleting programs.
10. Planning requires a means for evaluating institutional performance.

Volume II is more of a how-to-do-it manual, and includes a 20-page case study of planning at Walla Walla Community College, in Washington. In discussing strategic planning Van Ausdle focuses on five steps: Conduct environmental assessment; assess institutional capabilities; write planning assumptions; review and update mission statement; specify goals.

Author Van Ausdle was for several years in charge of planning at Walla Walla Community College. At the time of these publications he was an Advanced Study Center Fellow at the National Center for Research in Vocational Education, Columbus, Ohio.

Louis W. Bender, "Administrative Strategies for Shaping the Curriculum." Pp. 93-100 in Arthur M. Cohen, ed., Shaping the Curriculum. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 25, 1979.

"Many institutions have sought to shape or change the curriculum by a piecemeal or an ad hoc approach. Typically, they have not experienced much success. A comprehensive action plan is needed. 'What is?' and 'What ought to be?' are questions which should be addressed by such a plan." (p. 93)

The author suggests a weekend retreat for key members of the faculty and administration to focus on "the necessary assessment process, after which strategies for future action can be decided.... Another successful approach is the formation of a special committee or task force for institutional vitality with the responsibility to examine educational needs and determine the potential curriculum changes. Such groups often include representatives from faculty, administration, the student body, alumni, and sometimes community leaders, in order to gain as many perspectives as possible."

As "administrative strategies... to gain acceptance of the plan, and commitment to it," Bender suggests two types: "leverage approaches" (the lever of accreditation self-study processes; competition, either within the institution or with an external competitor; and the use of external evaluators as a means of stimulating self-assessment) and "incentive approaches" (federal Title III or other external grants; favorable publicity for innovative efforts; and "convincing faculty and staff that curricular reform will result in greater institutional vitality"). (pp. 95-94)

Additional change strategies discussed: reorganization of the college structure, or formation of a new unit wholly committed to innovative programming; recruitment of new personnel committed to "a desired program, philosophy, approach, or service;" identifying individual members of the faculty or staff who can be used "as role models by creating situations where their efforts and achievements can serve as an example;" the "use of charismatic leaders within the organization;" and resource allocation strategies involving funds, facilities and equipment. (pp 98-100)

Each college "has its own set of circumstances which must be understood before a specific plan of action can be developed and carried out." (p. 100)

Author Bender: Professor of Higher Education at Florida State University, Tallahassee.

David W. Breneman and Susan C. Nelson, "The Future of Community Colleges." Change, July/August 1981, pp. 17-25.

After reviewing economic and demographic trends, the authors list six basic policy questions facing state educational planners. They suggest two "scenarios that bracket the realistic possibilities facing community colleges in the 1980s": an optimistic scenario involving "growing demand for their services, continued political support, an ability to control costs while remaining competitive with other sectors, and a favorable fiscal climate;" and a pessimistic scenario which "projects the opposite of the above, with enrollment erosion, diminished political support, failure to remain competitive with other institutions, and the reluctance of taxpayers to underwrite various aspects of 'lifelong learning.'" (p. 20)

"We make no attempt to forecast which of these scenarios is more likely to occur because the outcome will differ among the states and even among the colleges within a state. Each campus in the nation faces a unique combination of problems and possibilities in the next two decades. The future for community colleges is not predetermined, but will be influenced by actions and decisions yet to be taken by community college leaders and others." (p. 21)

"Discussion of efficient pricing of community college offerings yields the following conclusions: 1) No single 'best' system of financing community colleges can be derived from efficiency considerations.... 2) Tuition for academic courses and most vocational/technical offerings should be well above zero but less than the full cost, with subsidies provided by both state and local governments. 3) Remedial courses, including adult basic education, should be tuition-free, with full state and local subsidy. 4) Vocational programs providing highly specific training for particular firms should receive support from those firms. An exception would occur if the course offerings are part of a state's economic development plan, designed to attract employers to an area to convince them to stay. 5) Community service programs that are non-credit and primarily for personal enrichment should be self-supporting from user fees, or subsidized from local funds if public benefits are judged to be present. 6) In the absence of political consensus regarding the mission of community colleges, disagreements over financing patterns and policies can be expected to persist."

"The policy of low (or no) tuition traditionally advocated for community colleges is not necessarily equitable. Given the sharp increases in federal and state student aid, a policy of higher tuition coupled with increased need-based aid can be more equitable in supporting educational opportunity." (p. 21)

"The future of community colleges is hard to predict because the range of choice regarding what to emphasize and even what to become is wider for community colleges than for other institutions of higher learning.... Broadly speaking, three general strategies are possible."

"First, the commitment to a comprehensive mission could be maintained with equal priority given to academic, vocational/technical, and community service programs.... A second strategic approach would be to drop the strong community service orientation, placing renewed emphasis on the traditional collegiate functions — shifting the focus, in other words, from 'community' to 'college'.... The third approach, advocated by Edmund Gleazer... and others, is for the colleges to become community-based learning centers. The emphasis in this model is on 'community,' not 'college.' The vision laid out... is... an expanded role for part-time non-degree seeking adult 'learners.'... The only drawback is the distinct possibility that the necessary financial support for community learning centers will not be forthcoming." (pp. 24-25)

Author Breneman: A Senior fellow at the Brookings Institution in Washington, D.C.; author Nelson: formerly with Brookings, now senior Staff Economist at the Council of Economic Advisors. This article was based on their since-published book, Financing Community Colleges: An Economic Perspective, (Washington, D.C.: The Brookings Institution, 1981).

Arthur M. Cohen, "Academic Planning in Community Colleges." Planning for Higher Education, 7-5, April 1979, pp. 28-32.

"The variety in the 1233 institutions makes it difficult to describe a single type of planning.... The planning process differs more by type of curriculum than by type of institution.... The lower-division courses that enroll students who plan to transfer to senior institutions are dominated by the requirements of those transfer colleges.... The occupational programs are dominated from the outside, from the trades, the unions, and the businesses where the graduates will work. Community education, that mass of non-credit, quasi-credit, open circuit, recreational, and other-than-traditional courses and activities, is dominated by the entrepreneurship of the community services director." (p. 28)

"Although external pressures have grown to mitigate the aura of the academic dean, his principles and those of the president are still paramount. Nonetheless institutional entrepreneurs — division chairpersons, leading faculty members, program heads — can still be influential. Power and politics operate within the colleges." (p. 29)

"The budget drives the program. Further, process notwithstanding, planning for a time of reduction is painful. Planners and presidents alike lose all their friends; there are no friends when people are being retrenched. In most colleges the 'last in, first out' process takes precedence. Regardless of the marginality of his activities, the twenty-year veteran is destined to remain even while the most vigorous neophytes are being dismissed. All other plans seem to pale beyond that political reality." (p. 30)

"By opening new programs, by advertising, by recruiting students, collapsing old programs, counseling prospective students in different ways, the colleges can control their numbers. And here is the point: if the community colleges refuse to exercise that control and constantly seek additional growth saying, 'The people have shown up seeking our services. Obviously they want education... and you (the state) must pay for it,' then they invite external control. Because... state legislators... tend not to want to pay indefinitely an agency that can control its own growth but which refuses to put boundaries around that growth." (p. 31)

"What will be effective in academic planning? First, the understanding that the community college must draw its own boundaries.... Second, union contracts — not because the faculty care about curriculum or program planning but because the complexities of the contracts themselves will require people who understand the effect of the contracts on the academic programs. Third, the part-time faculty in the community colleges of America are moving rapidly toward pro rata pay and/or tenure. Thus the financial benefits to the college of employing sizeable percentages of part-time faculty are rapidly coming to an end. This will have an effect on program flexibility, on the ability to open or close certain curriculums." (p. 31)

Cohen expresses a negative view of marketing strategies, as aimed merely at "infinite growth."

"I would suggest a body of principle on which program development in the colleges should operate. Using whatever process of analysis he chooses, the planner should screen programs to determine if they are first, socially utilitarian; second, verifiably educative; and third, not readily available elsewhere. One reason for the screen of social utility is that funding agencies are becoming disinclined to pay for programs designed for individuals."

"The academic planner must also be prepared to do contingency planning. There will be a lot of 'What if?' questions posed — not 'What if we try to attract more students to a new program?' but 'What if our budget is reduced 10 percent? What about 20 percent?'"

"The programs that will survive in the colleges are those that have strong links with the outside, that have built their own support groups. They have identifiable program heads, their own facilities, their own student recruitment and placement networks. They screen students for admission and design their own curriculum. They have ties to the community through advisory councils. Those programs will survive long after other curriculums have been diminished...."

"Whoever would well serve his institution would attend to the philosophical underpinnings of the college, developing and articulating his own point of view regarding the desirability of certain programs.... Academic planning is too important to be left to the whims of external forces. Any planner worthy of the name must rest his activities on a vision of desirable ends." (p. 32)

Author Cohen: Director of the ERIC Clearinghouse for Junior Colleges, University of California at Los Angeles.

Robert G. Cope, Strategic Policy Planning: A Guide for College and University Administrators. Littleton, Colorado: Ireland Educational Corp., 1978. 119 pp.

This clearly, forcefully written paperback is not addressed exclusively to community college leaders, but does include community colleges among the illustrations used.

"This book is primarily written for the chief administrative officer whose decisions make policy.... Presidents, analysts, and students should find this open-system, non-regimented approach to planning more useful than the overly-quantitative systems now being tested."

"This work offers practical guidelines, not a theoretical exposition.... The content is intended to help identify undertakings which require long lead times, to help institutions and individuals take initiative rather than merely respond to environmental change, to inspire personal effort as individuals see the value of setting and achieving viable goals, and to help stimulate imagination." (p.i)

"Strategic planning," says Cope, "is opportunity analysis."

"The term 'strategy' emerged from military usage. The meaning suggests the deployment of armed forces so as to meet an enemy in combat under advantageous conditions.... The intended meaning of strategy is extended here to encompass an institution's choice of goals, the plans for achieving these goals, and the deployment of resources to attain these goals. Strategy is the pattern of objectives, purposes, or goals and major policies and plans for achieving these goals stated in such a way as to define what the college or university is or is to become. Strategic policy planning results in: 1) the determination of the basic long-range goals of the institution, and 2) the adoption of courses of action and 3) the allocation of resources necessary for reaching these goals — all being integrated and inseparable." (pp. 8-9)

"Strategy has two equally-important aspects: formulation and implementation. The formulation of strategy is a planning activity consisting of several clearly-interrelated sub-activities including 1) identification of opportunities and problems in the institution's environment and estimation of the degree of opportunity or degree of risk associated with discernible alternative decisions;

2) assessment of the institution's strengths and weaknesses; 3) consideration of the personal values, aspirations, and ideals of staff members, donors, and publics; and 4) contemplation of the institution's responsibility to the public. In brief, an assessment of the might do and should do." (pp. 10-11)

Cope places less emphasis than most community college leaders would on community needs assessment. He recommends three methods for maximizing lists of creative alternative policies — brainstorming and two related methods, synectics, and lateral thinking, both of which are explained. The Institutional Goals Inventory developed by the Educational Testing Service is also described; it involves having faculty and staff members rate 13 outcome goals and 7 process goals as to their present importance at the institution, and as to how important they *should* be.

"Remember that planning without presidential leadership is a rudder without a ship. Also remember that the Delphi Technique was designed for use by experts — that is, to obtain the views of experts. It often goes wrong when used to tap the views of the uninformed." (p. 58) Cope also cautions that "Any examination of current institutional operations is likely to generate tension among those responsible by implying that there is some dissatisfaction with present operations and that changes are imminent." (p. 66)

"One of the major challenges to planning, especially that part of planning related to prioritizing, is how to identify a weakness or a strength. Frankly, there isn't a good answer." Cope then cites as useful the New York higher education system's use of three major evaluative criteria: *quality* (exceptional/strong/adequate/weak), *need* (high/moderate/low: growing/stable/declining), and *cost-revenue relationship* (good/adequate/poor). (p. 78)

Cope presents a ten-step process for formulating a strategic plan, and another ten-point list of criteria for evaluation of strategic plans. In a closing chapter on "The President as Architect of Strategy," he mentions "Birenbaum of the Staten Island Community College" and "Cosand of the St. Louis Community College District" among presidents "who have left their remarkable imprint" on their institutions. "As an 'architect of strategy'... the president must make strategic choices, so the resulting design is one uniquely adapted to the strengths of the institution, considering the external opportunities and constraints. Hence the president must be imaginative. In addition, since strategy formulation suggests some risk taking, the president will sometimes require the strength to deviate from prevailing designs.... The president must be an innovator... prepared to promote and defend those very deviations." (p.110)

Author Cope: Associate Professor of Higher Education at the University of Washington; formerly Director of Institutional Studies at the University of Massachusetts. His degrees in business administration and education are from The University of Michigan.

Joseph P. Cosand, "Developing an Institutional Master Plan." Pp. 164-176 in Paul Jedamus, Marvin W. Peterson and associates, *Improving Academic Management: A Handbook of Planning and Institutional Research*. San Francisco: Jossey-Bass, 1980. 679 pp.

Cosand, who as its first president developed the St. Louis community college system from scratch, cautions that "there is deep suspicion among the professional staffs of colleges and universities with respect to institutional and state master planning. From my experience, far too much of this suspicion and cynicism/is justified."

"Those who are involved in planning must anticipate that any plan imposed upon others without their understanding will probably be doomed to failure. There can only be rumors, false expectations, and likely defiance if there are no clarifications of why the plan is being undertaken.... Those concerned must have the opportunity to challenge the reasons for the plan in open discussion and perhaps debate prior to the initiation of the planning process.... There cannot be a positive climate within a college or within a state if the planning process and then the plan itself are imposed from the top." (pp. 165-166)

"The diversity of institutions, states, and needs precludes adherence to any set pattern of planning. Too often in the past, consultant groups developed a master plan procedure, packaged it, and sold it to a college or state. Although it was not necessarily suitable, the approach was then imposed upon the institution or state, with generally negative results. This is not to say that consultants should not be retained, but consultant packages are not always appropriate for the diversity of needs in master planning." (p. 169)

"During the growth years of the 1950's and 1960's, the few institutional-level master plans emphasized design and development of campuses and physical facilities.... Only occasionally was there evidence of an interest in or concern about a master plan for an institution's or state's total educational program.... This limiting philosophy of master planning continues today, and examples where a so-called master plan is a plan for the physical development of the campus abound."

"Another type of a limited master plan is one concerned only with enrollment projections based primarily on a head count or full-time-equivalent figure. It pays little or no attention to the interests of the projected enrollees and thus to which programs will attract them." (pp. 171-172)

Cosand concludes: "The planning process can be either a positive or negative morale factor for the staff. The manner in which it is initiated, designed, developed, implemented, and evaluated will determine whether it will be a benefit to the college or state on a short-range and long-range basis or a destructive force affecting the overall climate of the college or state system of higher education." (p. 176)

Author Cosand: Currently an American Association of Community and Junior Colleges board member; formerly president of several community colleges, and then Professor and Director of the Center for the Study of Higher Education, The University of Michigan, Ann Arbor.

Richard DeCosmo. "Reduced Resources and the Academic Program." Pp. 45-52 in Richard L. Alfred, ed., Coping With Reduced Resources. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 22, Summer 1978.

Argues for a selective approach to cutbacks, involving thorough evaluation of existing and proposed programs for relevance to college priorities, current cost effectiveness, and potential for generating enrollments and income.

Staffing in specific areas "can be permitted to decline through attrition if the warning signals are seen far enough in advance."

"The decision-making process is... subject to... pressure from a variety of sources.... Only by focusing on some 'objective' criteria can decision makers avoid yielding to pressures that may be shortsighted or self-serving."

Author DeCosmo: Executive Vice-President, Moraine Valley Community College, Palos Hills, Ill.

Robert D. DiCarlo, "Working Together Against Future Shock." Community and Junior College Journal, 52-2, October 1981, pp. 38-41.

This article describes a participatory planning process as implemented at Greenfield Community College, in western Massachusetts.

"In an attempt to develop an action plan, Greenfield Community College began to identify its institutional strengths and weaknesses. The faculty, staff, students, advisory board, and administration of GCC participated in the pilot test administration of the Community College Goal Inventory (CCGI) in conjunction with the Educational Testing Service's College and University Program of Princeton, N.J., in the spring of 1979. The inventory provided an institution-wide overview of the perceptions of the college community about process goals and outcome goals. The process goals are concerned with the educational process and campus climate — that may facilitate achievements of the outcome goals, which are concerned with the qualities of graduating students, curriculum, and of community service...."

"The data from the CCGI were assembled into a summary package and disseminated to the participants in a retreat/planning session that was conducted to develop specific behavioral institutional goals and objectives."

"During the summer of 1979, 20 faculty, staff, and administrators participated in a retreat planning session for the purpose of developing institutional goals and objectives for a one-year cycle. Another was conducted in the summer of 1980, with 23 participants." (p. 39)

Other data sources were surveys of student preferences and achievement levels, and a community needs assessment of a 1200-person sample of the Franklin County population.

"The institutional goals and objectives were implemented through ad hoc task forces. The faculty, staff, and administration selected the goal area(s) and objective(s) with which they wanted to work. The implementation process was coordinated by the forum — a part of the governance structure composed of representatives from each committee of the college, and the president." The forum reviewed task force progress reports and forwarded recommendations through the executive staff, to the president.

"The activities evolved into what has been termed 'The Greenfield Plan.' The plan is founded on the principle that when information is utilized as data for a participatory decision making process it results in positive changes in the people, programs, and the organization." (p. 40)

"Future plans for the retreat/planning sessions will include a three-year plan in addition to a one-year plan. A change in the composition of the retreat/planning session will include students and community representatives."

"It took a long time to make the institutional changes that have occurred but there is some assurance that the energies and resources that have been consumed will continue to yield benefits." (p. 41)

Author DiCarlo: Director of Planning and Research at Greenfield Community College, Greenfield, Mass.

Judith S. Eaton, "Society 2000: Presidents and Prophecy." Community and Junior College Journal, 52-1, September 1981, pp. 6-10.

"While the need for top management and a focus of final decision-making will remain with the chief executive, there will be increased emphasis on the involvement of other individuals in the determination of the direction and the profile of an institution...."

A more professional work force, students who are chronologically more mature, and greater faculty demand for individual determination of goals and objectives in the context of organizational and institutional functioning will encourage... expansion of management skills. Managers will need to stress planning less and be forced to rely on strategy more. [Sic.] This will require resiliency in the effecting of change, awareness of long-range goals, and the creation of mechanisms for 'quick shifts' in the context of established goals."

"We need to constantly remember that we create the future by anticipating it, attempting to articulate it, speculating about it...."

Author Eaton: President of Clark County Community College, Las Vegas, Nevada.

G. Ronald Gilbert, Barry Greenberg, and Ralph Lewis, "Academic Planning in Response to Community Needs." Planning for Higher Education, 7-3 December 1978, pp. 24-28.

This article reviews "the changing role of the academic insitution in relation to its environment," and advocates "that the academe assume an 'andragogical' rather than 'pedagogical' approach to community knowledge development and transfer. Four communities of the university are specifically addressed — student constituents, white collar employers, geographic neighborhood, and professional."

"The old paradigm holds that the university is a walled-in place where intellectuals join together to learn from 'licensed' scholars.... The educational modality... in pedagogy... holds that the teacher is dominant in the learning process and the learner is dependent...."

"Knowles... has suggested the educational model of andragogy.... The teacher, rather than being dominant... is more facilitative — enabling others to take an active role in the structure of the learning content and to become a learning resource.... The purpose of the learning is to enable both learner and teacher to work on and ameliorate today's problems.... Learners are to become problem solvers who are skilled at drawing upon the resources of all concerned in the learning community."

"We think the university needs to think of its role in its community from an andragogical point of view rather than from a pedagogical viewpoint.... First, the university can no longer assume that it is the 'teacher' and the community the 'learner.'... The dynamics in the environment are changing with such rapidity that knowledge cannot be harnessed and transmitted by any one 'learning center' or university...." (p.24)

"Second, the role of university education is changing if only because the need for, and access to, the university is no longer limited to an extremely small minority."

"The University needs to develop systematic configurations which will enable it to have a proactive community role." (p. 25)

"Administrators in universities charged with responsibility of assuring relevance in its present and future activities will function more effectively if they view all in the university as potential environmental sensors and policy developers.... Professional community service should be considered the most important endeavor a member of the academe can undertake, for it is in this role that the member may become a sensor and facilitator for effective planning and response to community demand. However, in order to progress in this direction, we need to carefully review the reward system we have in universities to determine the kinds of assumptions we made about education...."

"In our opinion most university planning activities have too often accepted the pedagogical paradigm. As a result, university planning activities have tended to be allocative in nature. That is, program development designs — including curriculum design — have tended to focus merely on securing and distributing resources for the purpose of attracting students in sufficient numbers to maintain program continuity. We believe that the shift to the andragogical paradigm will encourage a greater emphasis on innovative planning." (p. 26)

"The 'sensing mechanisms' advocated in this paper may be needs assessments utilizing all personnel or some special instrumentation developed on an 'as-needed' basis. Regardless of the means of collection, the data should focus on a) The nature of the present situation and likely futures.... b) The needs of constituent groups which are not being currently addressed. c) Personnel and fiscal resources available to develop responses to identified needs.) (p. 27)

Authors Gilbert, Greenberg and Lewis are with Florida International University, North Miami Campus.

James F. Gollattscheck, "Confronting the Complexity of Community Analysis." *The Community Services Catalyst*, 12-1, Winter 1982, pp. 7-11.

"Community-based community colleges no longer view themselves as just providers of solutions for community needs, but rather as partners with the community in the on-going development of the community. It is no longer a case of a college providing college-planned and college-conducted programs *for* the community. A partnership means just that — working *together* for a common purpose. Working with the community to assist in community development requires more than a knowledge of the community's needs and problems. It requires a knowledge of community strengths and resources as well. Hence, the need for a new, more inclusive term than needs assessment."

"At the simplest level community analysis is just that — an examination of the community to determine needs and resources for the purpose of college/community planning." (p. 8)

"There are many ways of classifying elements of community.... Several broad categories which would be found in every community and which must be included in any cooperative plan to improve a community: *associations*, *institutions*, *agencies*, *businesses*, and *constituencies*. These elements of a community are all made up of individuals bound together in different ways for particular functions. While it is most often groups of individuals who must become mobilized for important and lasting change to occur, one cannot overlook the individual who, acting alone, has great influence on the development of the community... the *individual effecter*." (p. 9)

"Needs assessment has had a long history in community colleges, and indeed some colleges have undertaken extensive programs and know a great deal about the *needs* of their communities. What we are coming to understand is that the traditional concept of needs assessment is primarily a marketing strategy. Community analysis must go beyond any concept of needs assessment now existing. In community analysis we must seek to determine, insofar as possible, the total state of health of the community.... A true community analysis... would become a base upon which to plan with the community a program of community development. In order to be useful, such description of the community would have to be accurate, comprehensive, and continuous.... Connecting links between the institution doing the analysis and each element in the community could provide continuous input. Following the analysis, these links could eventually serve as the beginning of a network through which collaborative efforts toward community improvement can be conducted." (p. 10)

"In most communities a surprising number of associations, institutions, agencies, and businesses already deeply involved in community education and community development will be found. What is most often missing is coordination, leadership, and available avenues of cooperation."

"The process of community analysis should result in a plan which will allow various elements in the community opportunities to receive help with their own problems and projects, create connections through which various elements can assist each other, and develop immediate and long-range plans for unified attacks on significant community needs and problems.... Since it is doubtful that a model system of community analysis exists at any one community college at the present time, the development of such a model should be undertaken by an individual college or a consortium of colleges." (p. 11)

Author Gollattscheck: President of Valencia Community College, Orlando, Florida.

James F. Gollattscheck, Ervin L. Harlacher, Eleanor Roberts, and Benjamin R. Wygal, College Leadership for Community Renewal. San Francisco: Jossey-Bass, 1976. 157 pp.

Among the many recent publications addressing the lifelong learning and community development potential of the community college movement, this one has perhaps the most fundamental implications for community college planning.

Suggesting that the three most important events in the history of American higher education have been the Morrill Act, the G.I. Bill, and the development of the comprehensive community college, the authors urge:

"We believe the time has come for a fourth major development in American postsecondary education: the creation of the community renewal college. The deterioration of our communities, the increasing inability of individuals to cope with rapid change, the obsolesence of individuals and social organizations, and the increasing number of citizens with educational needs who are beyond the purview of existing colleges demand a new kind of postsecondary institution. This new college must be committed to the improvement of all aspects of community life ..."

"Although community colleges probably offer the best hope for community renewal among all institutions of higher education, most of their emphasis on community-based education remains little more than rhetoric. In far too many instances, they are still more 'junior' than 'community' colleges."

"A college for community renewal, whether it be a community college, a four-year college, or a university, must be linked to the community in such a manner that it determines its direction and develops its goals through college-community interaction, uses the total community as a learning laboratory and resource, serves as a catalyst to create in the community a desire for renewal, provides a vehicle through which the community educates itself, and evaluates its success by citizen successes that are recognized as significant by the community itself." (pp. x-xi, 5-7)

Seven brief case histories are presented, drawn from Minneapolis-St. Paul's innovative Metropolitan State University, and six community colleges (Florida Jr. College at Jacksonville, and Valencia Community College, in Orlando; Colorado Mountain College; the Community College of Vermont; Pioneer Community College, in Kansas City, Missouri; and J. Sargeant Reynolds Community College, Richmond, Virginia).

Valencia Community College (of which Dr. James F. Gollattshcheck is President) exemplifies the potential for creative building of needs assessment, program-planning, and program implementation partnerships between a community college and a wide range of voluntary organizations throughout its service area. Readers desiring a fuller description of a dozen of those Valencia partnerships with community organizations will find it in pages 340-398 of a

1981 University of Michigan Adult and Continuing Education doctoral dissertation by Douglas C. Kelley (Lifelong Learning in Community-Based Colleges, of which microfilm copies are available from University Microfilms, 300 N. Zeeb Rd., Ann Arbor, Michigan).

Francine Hardaway, "The Community College and the Future — If There Is One." Community College Frontiers, 9-3, Spring 1981, pp. 34-36.

At Rio Salado Community College, in Phoenix, Arizona, which "has no campus, no building," and "operates in 150 to 200 sites throughout Maricopa County. . we can no longer offer a program and say 'You will take this program in order to get a degree.' Instead, we form a community advisory board, make a needs assessment to find out what the employment trends are in the community and then design programs around them. These are the general directions any college of the future must take."

On behalf of the college the author organized the Arizona Futures Institute, which provides "lectures, seminars and workshops on Arizona's future for businesses, governmental agencies and citizens interested in planning for the future in their own lives.... This semsester the Futures Institute is also offering the TV Ontario television course 'Fast Forward'...."

Author Hardaway: a faculty member at Rio Salado Community College, Phoenix.

John O. Hunter, "Futures Thinking in Government and Education." Community College Frontiers, 9-3, Spring 1981, pp. 15-18.

Despite the pessimistic predictions of historians, economists and environmentalists, "since human decisions do affect human future conditions, disaster is not inevitable.... The first essential is not to give up because of the complexity.... There is a need to believe that the crises are manageable — provided that no doomsday buttons are pushed — and that the contours of some crises can be foreseen.... Futures thinking is needed to resolve problems." (p. 16)

"Whatever its weaknesses, 'futures study' at least forces an acknowledgment that the old, fatalistic view of the future as something inevitable, fixed and unforseeable is undeserved and even irresponsible. The plural form — 'futures' — is used because of a heightened awareness that future outcomes and conditions can move on **several** paths, depending upon decisions and actions taken now. There is more than **one** possibility."

"The tendency in government is to assume that a crisis cannot be handled until it has become a crisis. There is not much systematic thinking about future impacts. Likewise, in education the tendency is to focus on trends and values of the past. In both government and education, there is a need to break from this past-present orientation. This probably cannot be done unless our political and educational institutions become better linked with each other on an agenda of public needs and problems." (p. 16)

"Political leadership... is likely to have increasing difficulty in sorting out the issues and achieving consensus without the support of educational institutions.... Public forums are a healthy instrument for democratic action, but increasingly they have been captured by 'single issue' groups.... Public enlightenment is needed to gain a more comprehensive understanding of the interrelated and global nature of our problems.... The potential for this enlightenment could be strengthened by a more concrete alliance between government and education, focusing on public policy goals and research.... In the administration of community and continuing education, especially, there is good opportunity for curriculum development of this kind." (p. 17)

"For educational insititutions to develop in this way, however, a catalyst is needed. A focus on 'study of the future' can be misleading and replete with faddist distortions if it is not grounded in political realities. The connection with government is therefore vital." (p. 18)

Author Hunter: President of the College of Lake County, in Grayslake, Illinois.

Nathan A. Ivey and Judi A. Mack, "Retrenchment: A Part of Resource Management for the Eighties." Community and Junior College Journal, 52-5, February 1982, pp. 29-32.

A community college president and his public relations director discuss means for maximizing the effectiveness and minimizing the damage of college cutbacks.

At Thornton Community College, South Holland, Illinois, "the tax rate increase referendum held in the spring of 1979 was unsuccessful, but the work of the collegewide committees during the 1979-80 academic year did yield some valuable returns. The recruitment committee made 17 recommendations for improving student recruitment efforts, and the college-wide ad hoc... study committee for the eighties worked diligently to determine ways to reduce expenditures and increase revenues, producing... 26 recommendations and a complete staffing review." (pp. 29-30)

"Since staff members at all levels had been involved in the lengthy examination of college resources, they were well aware that all possible avenues for improving the college's financial condition had been explored and that retrenchment decisions were being made with their input taken into consideration...." (p. 31)

Emphasizing the importance of open, continuing communication throughout the retrenchment process, the authors suggest:

- "Consult with all existing groups on a regular basis as a retrenchment plan is considered."
- "Keep all the staff and the public informed as actions are taken."
- "Provide a written notice with an opportunity to respond for those individuals whose positions will be affected by a retrenchment process."
- "Keep the media informed as the retrenchment process unfolds."

- "Focus attention on the thrust of the plan — its necessity, its importance to the present and the future of the college."
- "Be prepared to deal with negative reactions and provide an opportunity for opponents of the plan to air their feelings."
- "If any components of the plan will not be implemented, be sure to explain why. Make sure all constituencies know when the retrenchment program has been completed." (p. 32)

"Consideration of retrenchment or reductions provide a unique opportunity to identify both the strengths and concerns of any given organization, to rethink old familiar means and methods, and to bring an institution revitalization, through the application of what is learned in the process of self-examination." (p. 32)

Author Ivey is President of Thornton Community College, South Holland, Ill.; author Mack is Director of Public Relations there.

Earl K. Klapstein and S. Paul Steed, "The Los Rios Flexible Blueprint for the Future: A Master Plan for a Multi-Campus District." Community College Review, 7-2, Fall 1979, pp. 46-50.

Some of the notable features of master planning in the Los Rios Community College District, Sacramento:

"The Master Plan team is headed by a faculty coordinator assisted by several faculty members on a released time basis. Their efforts are reviewed with a 28-member Steering Committee which includes community, faculty, staff, administration, and student leaders, and a consulting firm. Assisting in the research phase were twelve eight-member study committees...." (p. 47)

"We decided that a phone survey would be better than a mailed survey.... After much investigation, we asked the Gallup Organization to do a 12-minute interview with 1,000 representative citizens of the district. The survey was completed and its result were included in the Research Report to the Board of Trustees." (p. 48)

"To encourage the flow of information...to the staff, we use a 24-hour answering device to the Master Plan phone to make it convenient for anybody to ask questions or make suggestions for the plan. We also schedule public hearings at different locations in the district .. By computer programming, we index all the community/employee/student/Board suggestions...." (p. 49)

"The Steering Committee charged the Report Design and Dynamics Committee with the responsibility for ensuring that the Master Plan Report was readable and updateable. Only simple, uncluttered graphs and diagrams were to be used, and the use of jargon kept to a minimum. To keep the report from becoming outdated, each page was to be dated, numbered, and in three-ring binders. The data were to be updated on an annual basis. To each person who places his name on a mailing list, a copy of updated pages would be mailed annually. The committee's goal was to have a report which people would automatically turn to in the future when they wanted the most up-to-date information...."

"We feel that now, more than ever, we need to approach the future with careful and deliberate thought." (p. 50)

Author Klapstein: Chancellor and Superintendent of the Los Rios Community College District; author Steed: Assistant Dean of Science, Math and Engineering, Sacramento City College.

Dorothy M. Knoell, "Growth Through Positive Planning." Pp. 75-84 in Richard L. Alfred, ed., Coping With Reduced Resources. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 22, Summer 1978.

Suggests that despite increasing competition from four-year colleges and private vocational schools, community colleges can reasonably hope to attract an increasing percentage of the decreasing pool of 18 to 24 year-olds, as well as serving many and varied adult constituencies such as the blind and the deaf — all through "proactive planning," planning to guide college action to alter enrollment projections which are "now viewed as predictions of what will occur if nothing is done to produce a change in one direction or the other."

Refers to the "preferred student mix," and "the desired student profile," in the context of enrollment planning goals. Does not discuss the planning process.

Author Knoell: Higher Education specialist with the California State Education Commission; co-author with Charles McIntyre of Planning Colleges for the Community.

Dorothy M. Knoell, "Planning in Community Colleges." Pp. 555-580 in Paul Jedamus, Marvin W. Peterson and associates, Improving Academic Management: A Handbook of Planning and Institutional Research. San Francisco: Jossey Bass, 1980. 679 pp.

This chapter updates the 1974 Knoell and McIntyre book, Planning Colleges for the Community, primarily by focusing attention on retrenchment and redirection alternatives in community college planning.

"Unlike planning in four-year colleges and universities, community college planning has been anchored in the assumption that there were no real limits on the kinds of students that should be served or the programs they might develop as long as they did not move into upper division and graduate courses.... Community colleges have been less constrained than the four-year institutions in their planning by traditional notions about 'higher' education and the selection of students to pursue it...." A second somewhat unique feature is "the absence of consensus concerning priorities among the various constituencies the community colleges serve, or among the programs and services appropriate to different groups. While denying that they are or should be 'all things to all people,' community colleges have added constituencies during the recent era of rapid growth without taking the time to address questions of priorities for an era of limited resources." (pp. 555-556)

"Expansion, albeit with fiscal constraints, is still possible in areas that were underserved in the 1970s because of geography, population shifts, mission or goal changes, or simply the delayed development of the community college.... Expansion in the 1980's may well take place at off-campus centers designed for a student body more likely to be older, enrolled part-time, and intending to be at the college for more limited objectives than past generations of students.... Expansion may also take place in the 1980's as a result of new or increased commitment to serve particular constituencies, for example, high school dropouts or adults defined as senior citizens; but fiscal constraints make it unlikely that students from new constituencies will exceed the number that would simply replace the declining traditional student population, at least in terms of full-time equivalent students."

"The replacement approach to achieve steady state enrollments may be laborious because three or four part-time students from new constituencies may need to be enrolled to replace one student from the traditionally younger, full-time, college-going group.... Another alternative to replacing traditional students involves attempts to increase the persistence of students already enrolled." (pp. 558-559)

Knoell discusses "six essential tools or aids in institutional research related to planning": campus, systemwide, and state-level data bases; census data; enrollment projections; needs analysis; community and regional or service area analysis; and trend analysis.

The need to plan for redirection or retrenchment, or both, is regarded as a fourth state of planning after the initial master planning stage, the updating of master plans, and a third "planning beyond the master plan" stage.

"Retrenchment and redirection are not regarded as the same process but as two types of planning arising from different philosophies." Retrenchment may require reduction in "course offerings, programs, faculty, staff, and services in response to declining enrollments and resources."

"Redirection involves determination of priorities among student constituencies, functions and programs, community and student services, athletic programs, on going versus innovative programs, and recruitment versus retrenchment of students. Setting priorities among student constituencies may be difficult because decisions are often more closely related to values than to enrollment projections." (p. 567)

The differing purposes of community colleges, Knoell suggests, account for some differences between two-year and four-year colleges with respect to participation in the planning process: "More than other types of colleges and universities, the community colleges (1) are likely to invite representatives of a variety of community groups to participate in planning during both the master planning and subsequent stages." (p. 568) (2) "The community college faculty role in planning is somewhat different from that of faculties in other institutions of higher education because the community college is to a considerable extent a creation of the constituencies it serves. Thus, the faculty is one of several participant groups in making decisions about who is to be admitted to the college, what kinds of programs are to be offered, what services are needed, and where all of this is to take place."

Knoell discusses examples of planning in three community college settings: a multicollege district, a college in an urban community college district, and a suburban single-college district.

The author suggests two major conclusions: (1) "If fiscal constraints are sufficiently severe, a community college may have no real options for planning: retrenchment is the sole option. Participatory planning involving either the community or the campus at large is seldom practical for various reasons, although widespread consultations with groups that would be affected by retrenchment is strongly recommended." (p. 578) (2) "Planning for redirection appears to be the most positive mode available to community colleges for the 1980s and the most likely to maintain them as dynamic, responsive institutions. Redirection implies some enrollment and fiscal constraints.... Planning for redirection also implies some freedom to reorder priorities and goals, shift resources, change emphases, and take other actions that do not require the additional expenditure of public funds and should not result in a loss of enrollment." (p. 579)

Author Knoell: higher education specialist with the California State Education Commission.

Dorothy Knoell, and Charles McIntyre, Planning Colleges for the Community. San Francisco: Jossey-Bass, 1974. 149 pp.

Without using the term strategic planning, Knoell and McIntyre advocate the kind of responsive concern for the external environment which is characteristic of strategic planning.

Edward Simonsen of the Kern Community College District (California) observes in a foreword that "the authors emphasize that community college planning differs from that of most of higher education because of local decision making, responsibility for providing education to the entire community, and concern for what students are like as well as for how many they are."

Knoell and McIntyre emphasize six "themes... which can be useful for all kinds and levels of community college planning and development":

1. "The basic nature of community college planning for the next several decades should switch from the facilities emphasis of the sixties to an emphasis on increasing access...."

"The most serious deficiency of cost-benefit analysis for college decision-making is its neglect of objectives dealing with the extension of educational opportunity.... Criteria associated with this part of the community college mission are not subject to the analytics of economic efficiency but must be considered in terms of somewhat less precise, though nonetheless important, equity considerations, which may be measured by the degree of extension of opportunity." (pp. xii and 41)

2. "Rather than planning around the traditional comprehensive campus, future efforts need to be directed toward a community system for delivering a comprehensive postsecondary education. The traditional campus should become just one part of this system, complemented by other means (such as media)

which do not require the continual presence of instructors and also by neighborhood satellites, storefront operations, mobile units, limited-purpose centers, work experience, cooperative education, credit by examination or for previous extracollegiate experience, community library resources, and other community facilities in whatever combination provides access in the most efficient manner." (p. xiv)

3. "Education should be for multiple adult roles.... Education for the world of work is indisputably a primary community college function, but large segments of the student body... seek assistance in improving their effectiveness as householders, consumers, parents, voters, hobbyists, or senior citizens." (p. xiv)

4. "Comprehensive community college education requires more time, more options, and more outcomes. Planners can no longer assume that community college students are available for full-time, daytime enrollment, continuing until their objectives are achieved." (p. xv)

5. "Access must be made easy. Open-door admissions, comprehensive programs, student support services, financial aid, and well-located and sometimes uncrowded facilities are all helpful but do not ensure access to community colleges for all the people whom these institutions are attempting to serve. Both real and imagined barriers systematically exclude certain groups...."

6. "Community colleges already do much to lower the barriers... but policy decisions can be improved by a systematic procedure whereby the equity consideration is an explicit part of every plan and planning decision...."

"The number of ways in which the potential student population served by comprehensive community colleges may be characterized for purposes of planning is limited only by the scope of the functions espoused by a particular college. One useful clustering of this population is 1) high school students and recent graduates from middle-class or upper-class backgrounds; 2) people up to age 24 from low-income families, with racial-ethnic minority backgrounds, who may be high school dropouts; 3) employed workers seeking upgrading, retraining, change in occupation, or self-fulfillment through continuing education; 4) women reentering education for self-fulfillment, preparation for employment, or the acquisition of knowledge and skills for improved functioning as adults; 5) retired workers and senior citizens with varying interests in and capability for continuing education; and 6) groups with physical problems of access to the campus, including the physically handicapped, servicemen, veterans, and persons in prisons and mental hospitals."

"A community college service area cannot, then, be defined simply as territory encompassed by county or other arbitrary boundaries, nor can access be evaluated in terms of distance from or commuting time to a campus. Instead, for planning purposes access involves the extent to which several special groups are able to avail themselves of postsecondary educational opportunities. Planning emphasis in the next decade should be on providing additional access, by taking programs out to where concentrations of potential students are found, and on developing alternative delivery systems which enable students to pursue programs in a nongroup setting...."

"Colleges.... must know potential students better.... Some of the possible procedures involve a kind of action research in which students, faculty, and staff can all participate on a voluntary basis." (pp. xv, 70-71, 76, 79-80)

Among additional points emphasized:

* "Policymakers should be interested in marginal costs rather than average or total costs when deciding to expand or contract a particular program, and... both analysts and policymakers have to be able to distinguish between these measures." (p. 37)

* "A goal stating the desirable distribution of students among programs is not incompatible with the open-admissions philosophy if the postsecondary educational needs of the community are clearly understood by the goal-setters. An explicit goal on the desired balance among programs provides a basis for decisions about the allocation (or reallocation) of resources." (p. 113)

* "The future community college may not distinguish between 'day regular' and 'adult continuing' education. Instead, the entire college program may be organized as an adult education function, with all the flexibility and options now available to part-time adult students." (p. 126)

* "Planning studies are often periodic rather than continuous. Frequent changes in social and economic decisions, revisions to demographic projections, and current and projected changes in college going rates all demand that the planning of community college centers, delivery systems, and district organization should be reexamined continuously." (p. 42)

Author Knoell: higher education specialist with California's Coordinating Council for Higher Education; author McIntyre: chief of financial services and district organization for the California Community Colleges.

William A. Koehnline and C. William Brubaker, "Trends in Community College Planning and Design." Community College Frontiers, 6-4, Summer 1978, pp. 29-35.

In a discussion of physical facilities planning the authors emphasize the impact of lifelong learning programs on the nature and location of college facilities.

"Increasingly, community colleges must be designed for a broader segment of the population. Rather than serving only those in late adolescence and early adulthood, community colleges now deliver educational services to any and all persons and groups in the community, at any time in their lives. Because there will be more adult education, colleges will need more 'adult' facilities. In order to serve business and industry through continuing education, the college must include or share a conference center. Its athletic programs increasingly will emphasize lifetime sports. If the college is to be perceived as the community learning place by all adults, it must be designed for this function."

"The community college has been the community adult learning center. Now it is becoming the community cultural center and the community recreation center. Not only is the community making broader use of the campus facilities, but the college is making more frequent use of facilities apart from the campus for college and community purposes."

"Just as the college must deliver educational services to people at any point in life from pre-employment through retirement, it must offer its services at any time of day, week, month, or year. The college will work not one shift but two or even three. Classes will not be offered three or four nights a week, but six or seven...." (p. 30)

Robert E. Lahti, "Managing Risk and Uncertainty." Community and Junior College Journal, 51-7, April 1981, pp. 30-33.

"In my opinion, a great deal of organizational trauma emanating from external change pressures could be eliminated by a more timely and extensive application of two well-known managerial tools... planning and evaluation."

"Institutional planning and evaluation should not be left to or directed solely by technically trained individuals.... They need to be managed at the top, particularly in times of accelerating change."

During the introduction of a planning activity, there is too often an overemphasis on technique and process.... Many plans lack much in substance, i.e., what to plan for....

"Planning will not eliminate risk because risk is an essential component of progress, but it should assure that the right risks are taken at the right time. Most of all, planning is intended to minimize the number of crises that must be handled on an emergency basis...." (p. 31)

"A sound leader/manager has to achieve a balance among the three functions of planning, operational administration, and evaluation. In my judgment, too many managers fail to operationalize themselves in more than one of these three functions, to say nothing of achieving balance." (p. 32)

Author Lahti: President of the Community College of Denver, Colorado.

William J. Mann, "Financial Planning and Management — New Strategies." Pp. 29-40 in Robert Lahti, ed., Managing in a New Era. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 28, 1979.

Mann emphasizes the desirability of making decisions in the light of their impact on a tentative and often-revised five year financial plan, and the importance of financial managers and planners communicating informatin about college finances in understandable terms.

"Some financial managers will react [to fiscal constraints] by attempting to manage resources through tight controls designed to centralize decision making. This will not be successful and will alienate the financial manager at a time when maximum teamwork by all educational managers will be needed."

"The vitality of a community college lies in its ability to identify and respond quickly to community needs. Overcontrol can lead to a self-defeating spiral of mediocrity when maximum creativity is needed. Carefully planned new programs can develop new student credit hours needed to sustain the college." (p. 30)

The financial manager must take a positive role in communicating financial information needed for effective educational planning. The future financial manager's goal should be to educate college personnel to the level necessary to make balanced decisions.... The future of financial managers may well depend on their ability to effectively communicate the college's financial condition. (pp. 30-31)

"A solid financial accounting and budgeting system that utilizes cost centers, decentralized budgeting, and accountability relationships must be in operation. Emphasis should be given to the reporting phase of this system.... Information that is vital to the management decision process is often lost in massive computer printouts and reports...."

"Comprehensive historical information for at least the last five years is needed. It is very difficult to judge financial information unless it is set in at least a five-year time frame...." (p.32)

"Because the annual budget process rquires so much attention, the financial planning component has often been slighted.... The next year's budget is already committed in large part and the real opportunity for new directions lies in the planning and analysis of the next two- to five-year time period.... It is very important to develop the annual budget as the first year of the five-year financial plan. The input of the detailed annual budget provides the base data to evaluate the impact of current decisions on the long-range operation of the college...." (p. 33)

"A comprehensive annual program budget designed to communicate the college's mission, goals, and financial information as a total concept should be developed." One section "would communicate the definition of terms used in the program budget." (pp. 33-34)

"A financial planning model with no more than ten key revenue and ten expenditure assumptions should be developed.... An on-line computer program can be developed to test assumptions immediately during a given financial planning meeting to avoid delays in computer processing of various plans.... The model can be kept current by revising annually or anytime an assumption changes by plus or minus 5 percent."

Author Mann: Vice Chancellor for Operations and Treasurer, Metropolitan Community Colleges, Kansas City, Missouri.

Robert H. McCabe, "Planning for a Community College System." Planning for Higher Education, 6-3, December 1977.

"With the growing emphasis on accountability and shrinking resources, the natural instinct is to centralize," says McCabe, but he argues that "Most centralization increases indirect costs... thus diverting funds from programs and invariably adding to the costs of operations, while at the same time seriously impeding program development, and adding to the growing dissatisfaction of those working in higher education.... What we must all remember is that the Lord didn't centralize all knowledge with any of us, and that other people sometimes have better ideas than our own. Further, people implement decisions in which they have been involved better than those passed down from above."

"The Academic Accounting System is the fundamental planning element in the Miami-Dade Community College systems. It is a model used by campus, division, and department administrators and faculties to simulate the economic impact of various instructional models. In order to simplify the use of the system, it is confined to consideration of professional and para-professional staff directly involved in delivering educational services.... Each department has been assigned a productivity objective by the campus management team.... The most important objective is the marriage of economic and academic planning at the department level, at least with regard to the largest expenditure in the department, the professional personnel involved in the educational delivery system.... The department is... encouraged to develop high productivity arrangements that it believes will be effective for one or more courses in order to 'save' faculty points so that they can be utilized for staff and program development or for desirable services which might otherwise have appeared too expensive. The departments are also encouraged to utilize the full year faculty point allocation — including mandatory planning/development points — in program development."

"Currently, adjustments are being planned in the Academic Accounting System to allow amortization of development costs over more than one year. If a program is to be developed for use over several years, the system will allow the investment of faculty time in development to be distributed over several years. One very important advantage of the Academic Accounting System is that it allows for the planning of change and improvement in the instructional systems within the framework of existing economic constraints.... Allocation formulas are updated annually on a basis of review of actual productivity data...."

Author McCabe: then Executive Vice-President, now President, of Miami-Dade Community College, Florida.

Satish B. Parekh, Long-Range Planning: An Institution-Wide Approach to Increasing Academic Vitality. New Rochelle, N.Y.: Change Magazine Press, 1977. 77 pp.

Parekh presents a planning process model which utilizes matrix forms which he provides, and "incorporates administration, faculty, student body, board of directors, and even community representatives. This means that planning is not imposed from the top... but is done everywhere at once as commonly perceived goals become the operational substance of the institutional program." (p. 9)

Parekh is critical of the "paper plans" generated by planning offices removed from the mainstream of college operations. He urges that "in order to bridge the gap between planning and decision making," the planning effort should be "coordinated through the establishment of a planning committee that has representative authority at all levels of the institution. The committee includes the president, his cabinet, and decision makers from every major constituency: the faculty, student body, governing board, and alumni." (p. 72)

Author Parekh: A management consultant to educational institutions and business corporations.

Marvin W. Peterson, "Analyzing Alternative Approaches to Planning." Pp. 113-163 in Paul Jedamus, Marvin W. Peterson and associates, *Improving Academic Management: A Handbook of Planning and Institutional Research.* San Francisco: Jossey-Bass, 1980. 679 pp.

This chapter — one of the most valuable sources listed here — "offers a conceptual framework for viewing institutional planning and research, identifies the major organizational issues in designing an integrated planning function, and provides a context for the remaining chapters in this book." Among the five questions addressed is "What is strategic planning and what are its major elements?"

College and university planning is defined as "a conscious process by which an institution assesses its current state and the likely future condition of its environment, identifies possible future states for itself, and then develops organizational strategies, policies and procedures for selecting and getting to one or more of them." (p. 114)

The institutional planning process is viewed as "made up of seven elements arrayed in two broad categories: (1) strategic elements, such as environmental scanning, institutional assessment, values assessment, and master planning, which focus on the broadest issues of institutional policy and direction; and (2) tactical elements, such as program planning, priority setting, resource allocation, and program review, which focus on policy implementation...." (pp. 115-116).

The case for planning is summed up: "It is a legitimate response to external group pressures, fosters an increased awareness of or more clearly defines critical problems facing the institution, increases external perceptions of being well managed, and improves communication and understanding of how interdependent the parts of the instititution really are." (p. 118)

Time perspectives on college and university planning are defined as "Short (two to three years), middle (four to five years), and long (ten years)....The current trend seems to be toward shorter time frames on institutional master plans. As uncertainties about college attendance rates for various groups, competitive factors, and economic conditions increase, master plans seem to become shorter term and require more regular updating." (p. 120)

Concerning the extent of *participation* in planning, Paterson suggests five possibilities: "Planning representation can be limited to an *expert planning staff* if there is enough trust and respect for the planners and those who selected them and if planning issues are somehwat objective. More often representation is broadened to include... a rationally selected oligarchy of planners and administrative specialists. Another pattern of representation reflects key interest groups.... An elected or selected *intellectual or leadership elite* (the faculty blue ribbon committee) constitutes another pattern. On occasion in smaller institutions, planning may include a more *egalitarian democracy* involving all interested parties.... The critical issue is for each institution to reflect on its own traditions, approach to planning, and planning problems; balance the expertise that can carry out the planning process; and include respected representatives to ensure legitimacy." (p. 124)

Peterson discusses in detail "six quasi models or approaches to planning that have been identified in the literature": the Formal Rational Model, the Organizational Development Model, the Technocratic/Empirical Model, the Philosophical Synthesis, Political Advocacy, and Coordinated Anarchy.

"Although planning serves many functions, the primary purpose of strategic planning is to foster institutional adaptation by insuring congruence between a viable design for the future of the institution, by modifying it as needed, and by devising strategies that facilitate its accomplishment.... It involves policy decisions, which are the broadest and most encompassing decisions concerned with a college's or a university's long-term future.... These decisions may or may not reside in a single master planning document." (pp. 140-141)

Four aspects of strategic planning are discussed: environment assessment or scanning, institutional assessment, values assessment, asnd master plan creation.

The chapter closes with a lengthy and very useful list of "critical questions an institution can or should ask itself in designing a planning process." (pp. 160-161)

Author Peterson: Professor and Director of the Center for the Study of Higher Education, The University of Michigan, Ann Arbor.

Max R. Raines, with assistance from Gunder A. Myran, Developing Constituency Programs in Community Colleges. Washington, D.C: American Association of Community and Junior Colleges (in cooperation with its Council of Universities and Colleges, and the ERIC Clearinghouse for Junior Colleges), 1977. ED 143 393. 63 pp.

Raines' basic premise is that "if a new clientele is to be coached to success, then systematic appraisals of their learning preferences, self-concepts, learning styles, cognitive styles, and aptitudes are essential. In making such assessments, one must turn both to potential students — particularly a variety of adults — and to local businesses and industries to determine which programs are most apt to meet learning and manpower needs." He recommends that community colleges should think, plan and program in terms of a number of specialized constituencies, including ethnic minorities, women, handicapped persons, and senior citizens.

"A community college constituency, as we use the term here, consists of a cluster of persons 1) with a sense of group identity based on common needs, problems, aspirations, and life styles, and 2) with educational needs that are related partially, if not entirely, to their identity with the constituent group." (p. 7)

Raines argues that needs assessment should take into account both idiographic and nomothetic needs:

"The word idiograph literally means 'written in one's own hand.' So the idiographic viewpoint is derived from all that makes us individuals: our needs, values, attitudes, aptitudes, physical nature, interactive style, etc.... When educational planners assess needs from an idiographic standpoint, they are seeking to look at the world through the eyes of the individual and then derive educational implications.

"The word *nomothetic* denotes lawgiving or the science of laws, and since laws govern human interaction, one who has a nomothetic view is looking at life through 'societal lenses.'... The word *nomothetic* denotes established patterns of implicit and explicit expectations within society. Persons who have this view are typically concerned with 'what ought to be.' " (pp. 9-11)

Raines echoes Malcolm Knowles' point about the importance of ascertaining how *much* interest a potential participant may have in a subject or activity: "The respondents may 'play the game' by indicating their learning preferences for us, but if they have little emotional identity with those preferences, the subsequent response to our educational programming is often disappointing."

He recommends working with a representative advisory group of members of a particular constituency, to develop program ideas and/or to develop a survey instrument for use with a larger sample of the relevant population, to determine the *extent* of the needs the representative advisory group has tentatively identified. He suggests five steps for the representative advisory body, once it is assembled: differentiating the needs of the population being considered; projecting possible goals of educational programming (through one or a number of brainstorming and prioritizing techniques which he describes); "reality simulation," considering the problems to be overcome and the helpful forces to be mustered; agenda formulation; and finally, transactive planning — working with representatives of agencies potentially to be involved (including the community college), to work out details.

In a final chapter, Raines distinguishes between "strategic or adaptive planning" and "allocative planning." In strategic or adaptive planning, he says, "we ask the following basic question: how appropriate are the goals of our institutions to the educational needs and the economic, political, and social realities of the community we serve?"

"The assumption is that, on the basis of relevant community information, the college will adapt its organization and its programs to respond to important educational needs. And it will undertake assessment studies to determine the distance between its programs and what the community requires. Thus, strategic or adaptive planning starts with the external environment. It assumes a climate within the college which is able to tolerate and achieve necessary institutional change based on new information from the community and the broader society.

"Strategic planning, then, in the words of D. Katz and R. L. Kahn (*The Social Psychology of Organizations*; N.Y.: Wiley,1966), involves the means by which an organization seeks to modify its own structures to meet the needs of a changing world. The limiting factor is the relative openness of the system to external influence. In discussing this factor, Katz and Kahn speak of the *differentiative* and the *integrative needs* of organizations. Differentiative refers to the ability of the organization to change by neutralizing the influence of existing subsystems or values in order to create new ones more responsive to current environmental needs or demands. Integration refers to the ability of the organization to achieve stability and predictability in its internal affairs. The differentiative needs of the organization require openness to external influence, while the integrative needs require a certain resistance to external influences and a striving to control and limit institutional changes. Since both are vital to the life of an organization, some balance between the two is essential.

"A second form of planning, which is perhaps more related to the integrative than the differentiative needs of an organization, is that of allocative planning. It focuses on what is — the reality of now. Here the emphasis is on decisions related to the proper distribution of college resources. Whereas strategic planners question and change the existing goals of the organization, allocative planners tend to resist external influences on their goals and priorities and seek to allocate resources according to existing goals and programs."

"Allocative planning is more commonplace in community colleges today than strategic planning for three obvious reasons:

1. We lack skills in assessing community needs.
2. We are not clear about effective methods for translating community needs into imperatives for institutional decision making.
3. Strategic planning is resisted within the organization because staff members fear that fundamental changes will be required in their working style and habits and in their responsibilities."

"One might view planning efforts intended to achieve short-range goals primarily as problem solving; that is, planners assess needs and then try to respond immediately with educational programs intended to deal with identified needs or community problems. Generally, the available personnel skills and program options of the college are assumed to be sufficient to respond effectively.

"Efforts to reach medium-range goals might be termed strategic planning for constituency development, which is both conceptual and immediately practical. Those who engage in such planning are learning that the present personnel skills and program options may not be sufficient for the march into the future and that skills and programs must be acquired in an orderly way. In this context, the needs assessment gives decision makers basic data that could guide them in learning what programs, personnel skills, financial resources, and facilities may be required in developing programs for new constituencies." (pp. 51-53)

The Raines/Myran model for strategic planning which can facilitate program development for new constituencies is presented opposite the title page of this booklet.

Thus the "strategic planning model" which Raines recommends involves concern for both the nomothetic and idiographic needs of the people to be served; formation of advisory bodies representative of major specialized constituencies; assistance by those groups in planning and carrying out targeted surveys of potential participants in adult educational programs which can be tailored to their needs and interests; and a readiness to promote institutional change in response to clearly established community needs.

Richard C. Richardson Jr., "Adapting to Declining Resources Through Planning and Research." Pp. 67-74 in Richard L. Alfred, ed., *Coping With Reduced Resources*. San Francisco: Jossey-Bass, *New Directions for Community Colleges*, No. 22, Summer 1978.

Although "some administrators now assume that the need for planning has lessened, since there seems little likelihood of obtaining resources to implement new plans," Richardson says the difficulties of the decade ahead "will require a greater sophistication in planning and research," that colleges must now "change by substitution rather than addition," and that "planning is so essential... that it must have the active involvement of the president and every line administrator who has responsibility for a budget."

He suggests that the "primary goal of planning is to secure commitment in advance from those who must implement plans and to ensure the most effective use of resources." He advocates combining planning and research in one office headed if possible by a full-time specialist aided on a part-time basis by one or two released-time faculty researchers.

Richardson describes the planning process as implemented under his presidency at Northampton County Area Community College, Pa. It involved 1) administrative setting of 3-year institutional priorities after input from the total college community; 2) identifying "constraints" such as anticipated enrollments and income; 3) development of a proposed 3-year plan (objectives, cost estimates, and impact statement) by each unit; 4) review and modification of units' plans by college's planning steering committee; 5) development by each unit of proposed 1-year plan and budget, within framework of their institution's plans by college's planning steering committee; 6) open hearings conducted by the planning steering committee, leading to approval of the annual budget. There were also opportunities to propose amendments to the budget during the final 3 months before implementation; and prioritizing by the planning steering committee of all external grant proposals being considered, before their submission.

"The planning process, supported by the activities of institutional research, offers institutions an important alternative to management by crisis in dealing with the challenge of reduced resources."

Author Richardson: Professor and Director of the Center for Higher and Adult Education, Arizona State University; 1969-1977 President of Northampton County Area Community College, Bethlehem, Pa.

Richard C. Richardson, Jr., "Community Colleges: Institutional Researchers and the Management Issues of the Eighties." Community College Review, 8-3, Winter 1980-'81, pp. 50-55.

Richardson advocates getting institutional researchers out of grant writing and enabling them to devote more attention to planning and to researching issues of quality and cost.

"The effort required to alter current practice in order to create a new scenario more responsive to the eighties can only be approached in an organized way through a process of insitutional planning. Planning in turn should be seen as an integral function of institutional research," although "Planning is a responsibility of all administrators; care should be exercised in establishing separate planning committees or task forces. Whenever possible existing administrative arrangements should be used." (pp. 53-54, 56)

"When funds were adequate to give anyone an additional share and still leave enough for presidents to undertake bold new initiatives of their preference, no one was overly concerned if planning did process in individualistic, noncoordinated and sometimes competitive ways. When funds are inadequate to meet an institution's most pressing needs, difficult choices have to be made.... It is not surprising that community college leaders have turned to group procedures in institutional planning to share the responsibility for making decisions about resource allocation and to distribute more widely the focus of resultant hostility...."

"What we are witnessing at present in the use of institutional planning procedures is almost a rerun of governance reform practiced in community colleges in the early seventies.... In brief, unless presidents are willing to be bound by the results of a decision making process whether for governance or planning, no one will be willing to spend much time trying... to produce an acceptable result. We can learn from the experience with participative governance as we design institutional planning procedures." (pp. 54-55)

"Between the extremes of comprehensive planning and management by crisis, two other types of planning can be identified. The more aggressive is marketing.... A fourth level, adaptive planning can be identified. The more aggressive is marketing.... A fourth level, adaptive planning, refers to a process through which areas that require change are identified and dealt with discretely." (p. 55)

"Evaluation is an integral if often overlooked step in the planning process. It deserves special emphasis, because of the almost pathological anxiety expressed by many administrators when the term is used. Because community colleges are so close to the communities they serve, presidents fear the disclosure of information that may reflect adversely on the institution's public image."

"Until we have accurate data about our successes and failures we will not be sure where we are or where we ought to go. In a sense those involved with planning in community colleges today are being asked to provide direction for a unicorn, something part animal and part myth but no one knows which part is which. The overriding challenge to insitutional researchers is to demythologize the community college so that administrators in the eighties can make the tough decisions required to take advantage of institutional strengths and compensate for weaknesses." (p. 57)

Author Richardson: Professor and Director of the Center for Higher and Adult Education, Arizona State University, **Tempe.**

Richard C. Richardson, Jr., and Kathryn J. Martens, "Planning for Quality Instruction in the '80's." Community College Frontiers, 9-3, Spring 1981, pp. 51-54.

Describes "three basic approaches that might be taken" to "the critical planning decisions needed to adjust" to fiscal constraints of the 1980's:

1) "The missionary approach to planning... acknowledges certain problems in the '80's but suggests they can best be overcome by redoubling efforts to find new clientele and by assessing their needs and devising programs and

services to meet them.... The question of whether attempts to serve all people will result in serving no one very well is particularly important in evaluating this approach."

2) "The prophets'... vision is of a future in which all problems will be solved through the adoption of ideal practices.... The answer, according to the prophets, is to individualize all learning so that every student can learn at his or her own rate... anything he or she wants to learn."

3) "Common sense planning... begins with the assumption that many institutions will be smaller.... It provides the opportunity to establish a focus on quality rather than quantity as the dominant concern of the next decade."

In recommending the third approach the authors urge careful checking with funding sources to see what new programs they are willing to fund, rather than stretching present or shrinking funds over larger numbers of students. Utilizing increasing numbers of part-time faculty to lower costs per student, they fear, will say "quite clearly to legislators that there will be no reduction in services regardless of... funding levels." There is no discussion of the planning process itself.

Author Richardson: Professor and Director of the Center for Higher and Adult Education, Arizona State University; author Martens: Adjunct Asst. Prof. and project coordinator, Literacy Development in the Community College, in the same Arizona State University Center.

John A. Scigliano, "Strengthening Hope and Purpose in Community College Futures Through Strategic Marketing Planning." The Community Services Catalyst, 11-1, Winter 1981, pp. 16-21.

"A few colleges... are tapping unique funding opportunities through the application of strategic planning and marketing — techniques that have been used successfully in business and industry. The adoption of this 'business-like' approach demands a wholly new way of looking at a college's mission and customers. This approach is characterized in this article as Strategic Marketing Planning."

"Marketing is not sales promotion, advertising or public relations. Marketing is made of the stuff that ensures that people are satisfied with the services they receive...." (p. 16)

"In my recent research involving three hundred community colleges, I found that the marketing planning process was poorly developed. College administrators rated their efforts in planning dead last in a survey of 15 items that concerned marketing philosophy, research, communication, resources, planning, and new program development. Planning is so important to achieving effectiveness that it is difficult for me to understand how a college could achieve any goal or objective in a consistent manner without it. The strategic planning process has been slow to develop in community colleges, and much needs to be done to bring community college practices in line with those of organizations in the private and public sectors that have profited from the process. Strategic planning is a key consideration for colleges that expect to harvest the fruits of unique income sources, and any attempt to generate new sources of revenue must begin with planning."

"Strategic marketing planning is a concept that blends concerns for customer or student satisfaction with the actions that insure survival of colleges in the forseeable future. Planning in past decades could be accomplished at leisure in a stable or growing context; very few penalties were applied to those that planned poorly or not at all. In this decade the consequence of not planning strategically will be swiftly felt." (pp. 17-18)

"A... necessary component in the development of a creative approach to future funding sources is a college-wide agency that concerns itself with the strategic planning process. The strategic marketing planning process must be coordinated by the chief executive officer and his or her staff. The structure of a comprehensive strategic plan should include: background information, assumptions, rationales, goals, objectives, strategies, resources, controls, and contingencies."

"What I've tried to say is best summarized in the words of our late President John F. Kennedy: '... We should not let our fears hold us back from pursuing our hopes.'" (p. 20)

Author Scigliano: Director of the Center for Higher Education, Kent State University.

Richard L. Spencer, "Information for Institutional Renewal." Pp. 65-71 in Robert Lahti, Managing in a New Era. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 28, 1979.

Urges that institutional research, if it is to survive in times of constrained resources, must be linked to the planning process, producing studies which are "action oriented... decision oriented." Suggests that success of a Planning, Management, Evaluation (PME) planning process "is predicated upon strategic planning (what you want to be) and long-range planning (how to become it). Several innovative areas are a scenario to provide a narrative description of the organization as it wants to be in the future, performance-oriented job descriptions for board of trustee members and college staff, a personal objective and performance standards evaluation system, an institutional evaluation system, and a yearly operational plan. Each of the components of this planning process assists in the implementation of goals and evaluation of results."

"The chief executive officer and his or her staff will need, at a minimum, a market analysis (community needs analysis), student projections, historical costs, and projected future costs...."

Author Spencer: Vice President for Management Systems, Planning, and Research at Delaware County Community College.

Paul M. Starnes and Fred L. Wellman, "Statewide Planning for Instructional Programs." Pp. 31-39 in Arthur M. Cohen, ed., Shaping the Curriculum. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 25, 1979.

The authors list six types of statewide agencies for coordination and development, one of them the statewide community college planning and coordination board; the example described is the Illinois Community College

Board. Subject to ICCB approval are all community college curricula, majors, and courses which are to receive state funding. (Relevant state agencies and neighboring community college districts are given an opportunity to object to proposed new curricula.) Once every six years each community college has a "recognition evaluation," to have its official recognition by ICCB renewed.

Aspects of the Illinois system which have long range planning implications: a) each college submits for approval each year a one-year Resource Allocation and Management Plan (RAMP) which includes a list of new curricula which it hopes to establish during the next year or during the next five years; b) eight types of possible cooperative and contractual agreements with other colleges or proprietary schools may be entered into, four of them without a need for ICCB approval — thus wasteful duplication and competition are reduced, and collaboration encouraged.

Author Starnes is Associate Director for Educational Programs and Services, Illinois Community College Board; author Wellman is Executive Director of the ICCB.

Max Tadlock, "Planning: How to Get There." Pp. 7-12 in Ervin L. Harlacher and James F. Gollattscheck, eds., Implementing Community-Based Education. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 21, Spring 1978.

Recommends a nine-step community-oriented needs assessment planning process. Key elements are the use of college task forces to reexamine the mission and goals statement and to prepare profiles of the institution and its service area, and the holding of carefully prepared planning conferences or charettes in which "participants should be divided equally among college and community representatives. College participants should include not only those personnel who have much to contribute, but also those who may be most affected by any major change." Follow-up should include smaller implementation conferences with representatives of people "in specific needs areas," to develop "specific mutual participation plans" involving "the college and community organizations, agencies, and businesses."

"Most important of all" is "shared priority setting and planning with those for whom the college was organized: the community."

Author Tadlock: President of Tadlock Associates, Inc., in Los Altos, California.

FOR FURTHER READING

Three recent issues of the quarterly New Directions for Community Colleges are directly relevant:

William A. & Marybelle C. Keim, eds., *Marketing the Program*. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 36, December 1981. 127 pp. $6.95. Nineteen authors of the 14 chapters include Philip Kotler, Richard C. Richardson, Jr., William A. Keim, James F. Gollattscheck, and Gunder A. Myran.

Mantha Mehallis, ed., *Improved Decision Making*. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 35, September 1981. 123 pp. $6.95. Nine chapters include Using Research for Planning, Using Student Data for Academic Planning, and Financial Decision Making in a Period of Financial Retrenchment.

George B. Vaughan, ed., *Questioning the Community College Role*. San Francisco: Jossey-Bass, New Directions for Community Colleges, No. 32, 1980. $6.95. Authors of past works which were critical of community colleges state their current views. Included are Burton Clark, Arthur Cohen, and co-authors William Neumann and David Riesman.

Other valuable sources:

Clement Bezold, ed., *Anticipatory Democracy: People in the Politics of the Future*. New York: Vintage Books, Random House, 1978. 398 pp. $4.95. 19 articles on citizen participation in efforts to plan and implement desirable futures. Of particular interest is "Social Technologies of Freedom," by Jerome C. Glenn, describing "polls and surveys, Delphi questionnaires, charrette, Syncon, electronic conferencing, and some possible future variations of these."

Robert G. Cope, *Strategic Policy Planning: A Guide for College and University Administrators*. Littleton, Colorado: Ireland Educational Corp., 1978. 119 pp. A well-written, practical statement. (See pages 83-84 of this booklet.)

Douglas C. Eadie, Nolen M. Ellison, and Grace C. Brown, "Incremental Strategic Planning: A Contradiction in Terms or A Creative Adaptation?" To be published in a forthcoming issue (expected to be May, 1982) of the bimonthly *Planning Review* (North American Society for Corporate Planning, 347 Loudonville Rd., Albany, N.Y. 12111). By three leaders of strategic planning at Cuyahoga Community College.

Paul Jedamus, Marvin W. Peterson, and associates, *Improving Academic Management: A Handbook of Planning and Institutional Research*. San Francisco: Jossey-Bass, 1980. 679 pp. $29.95. Part Two, on Strategic Planning and Research, includes "Analyzing Alternative Approaches to Planning," pp. 113-163, by Marvin W. Peterson, and "Developing an Institutional Master Plan," pp. 164-176, by Joseph P. Cosand. Descriptions of Current Institutional Practices include "Planning in Community Collegees," pp. 555-580, by Dorothy M. Knoell. (See pages 102-103, 84-85, and 94-96 of this booklet.)

Peter Lorange and Richard F. Vancil, *Strategic Planning Systems*. Englewood Cliffs, N.J.: Prentice-Hall, 1977. 364pp. A collection of ten "overview readings" and eleven business and industry case studies of strategic planning. The editors: faculty members at M.I.T.'s Sloan School and the Harvard Business School, respectively. Includes the editors' 12-page article on "How to Design a Strategic Planning System," and an annotated select bibliography of 24 books on corporate world strategic planning, dating back to Robert N. Anthony's 1965 *Planning and Control Systems: A Framework for Analysis* (published by Harvard Business School; "a classic: the first book to develop the distinction between strategic planning, management control and operational control").

Donald N. Michael, *On Learning to Plan — and Planning to Learn: The Social Psychology of Changing Toward Future-Responsive Societal Learning*. San Francisco: Jossey-Bass, 1976. 341 pp. A stimulating and widely-quoted book. Chapters include "On the Requirement for Living with Uncertainty," "On the Requirement for Future-Responsive Goal-Setting," "On the Requirement for a Frequent Restructuring Capability," "On the Requirement for More Boundary-Spanning," and "On the Importance of Feedback and the Resistances to It."

Alex F. Osborn, *Applied Imagination: Principles and Procedures of Creative Problem-Solving*. New York: Charles Scribner's Sons, 3rd edition, 1979. 417 pp. $10.95. A classic by the creator of brainstorming techniques, described in chapter 12.

Max R. Raines, with assistance from Gunder A. Myran, *Developing Constituency Programs in Community Colleges*. Washington, D.C.: American Association of Community and Junior Colleges (in cooperation with its Council of Universities and Colleges, and the ERIC Clearinghouse for Junior Colleges), 1977. 63 pp. $5.00. Distinguishes between strategic planning and allocative planning; urges needs assessment of specialized constituencies of community colleges, and involvement of constituency spokespersons in community college planning. (See pages 103-105 of this booklet.)

Society for College and University Planning, *Planning for Higher Education*, Vol. 9, No. 4, Summer 1981. 46 pp. $5.00 (Available from Society for College and University Planning, 2001 School of Education Building, The University of Michigan, Ann Arbor, MI 48109.) An issue wholly devoted to strategic planning in colleges and universities. Marvin W. Peterson relates strategic to financial planning in "Financial Planning for the 1980's: A Response to Reality and Competition." There are four other articles and an annotated list of readings.

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